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AUTHOR Simpson, Richard H.
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ABSTRACT

Designed as a resource tool to aid the California State Senate in making the policy decisions defining the mission and future of California's community colleges, this report provides a historical introduction to the community college system and detailed information on programs, student populations, governance policies, faculty and staff, and funding mechanisms. Following an executive summary, chapter I traces the historical development of the community colleges considering their role between 1900 and 1930 as extensions of secondary schools, between 1930 and 1950 as junior colleges, between 1950 and 1970 as community colleges, and between 1970 and the present as community learning centers. Chapter II discusses the mission of the community colleges, and considers their programs and courses in terms of the course classification system and workload in credit and non-credit courses. Chapter III focuses on community college students, providing information on admissions and enrollments, and analyses of student characteristics. After chapter IV examines the roles of local governing boards and state agencies in college governance, chapter V provides information on faculty and administrators, including data on demographic characteristics and salaries. Finally, chapter VI presents information on financial policy, revenues, expenditures, and reserves. A bibliography is appended. (AYC)

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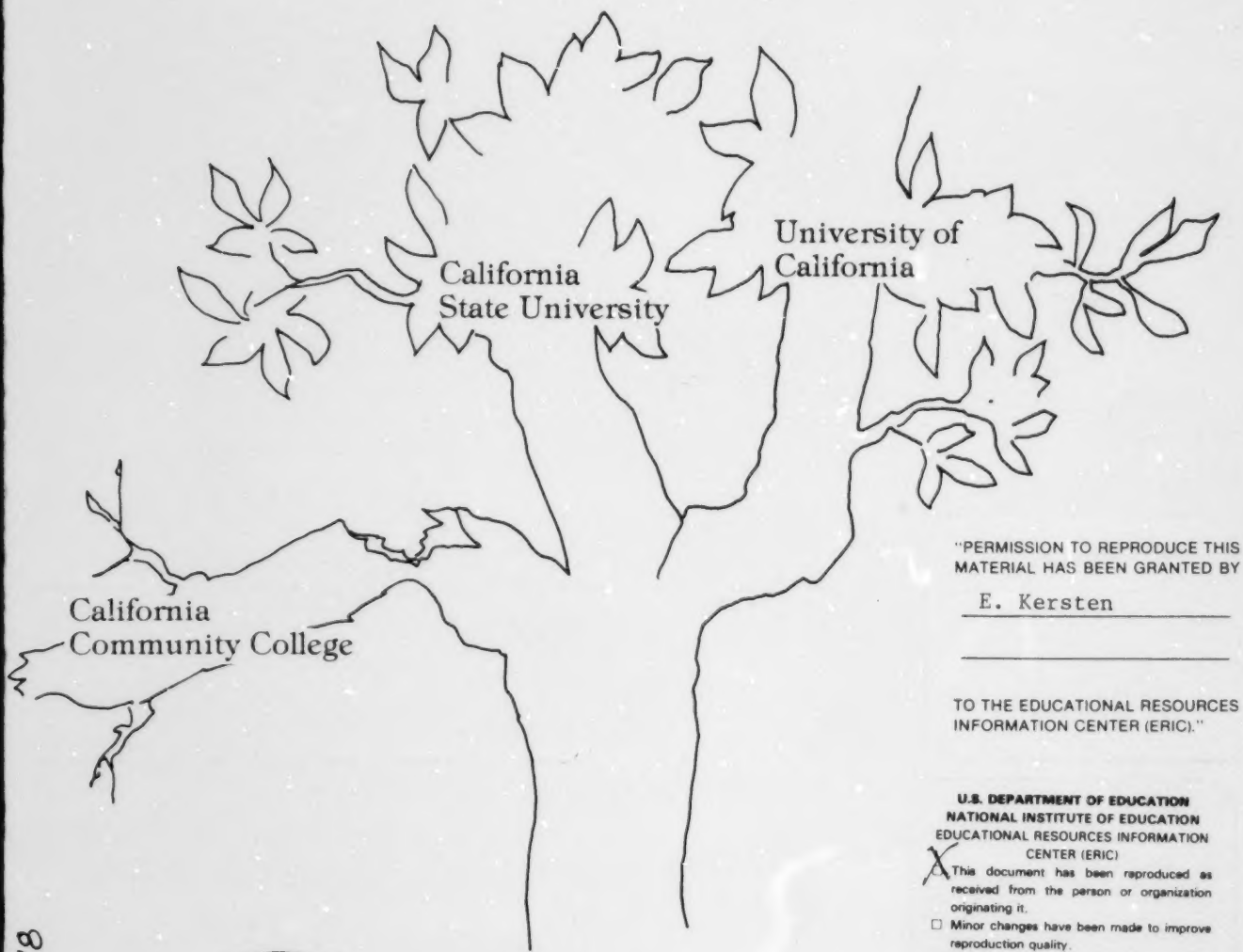
The Neglected Branch
CALIFORNIA COMMUNITY COLLEGES



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Prepared By: The Senate Office Of Research
Elisabeth Kersten, Director
January 1984

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C A L I F O R N I A L E G I S L A T U R E

SENATE OFFICE OF RESEARCH

Elisabeth K. Kersten, Director

January 30, 1984

The Honorable David Roberti,
President pro Tempore of the Senate

The Honorable Members of the California State Senate

Dear Mr. President and Members:

The plight of the California Community College System will continue to be a major legislative concern. We have resolved the current year funding crisis, but questions remain about the future direction and funding for the system.

In order to adequately address the complexity of the financial and policy-related difficulties facing our community colleges today, the Legislature must understand the facts about what is going on now in the institutions.

In this report, The Neglected Branch: California Community Colleges, the Senate Office of Research provides an historical introduction followed by a detailed presentation of programs, student populations, governance policies, faculty and staff, as well as the funding mechanisms of the California Community College system.

This report is meant to serve as a resource tool to aid the Senate in making the policy decisions defining the mission and future of California Community Colleges.

Sincerely,

Elisabeth Kersten

ELISABETH KERSTEN

EK:ls

1100 J STREET • SUITE 650 • SACRAMENTO, CALIFORNIA 95814 (916) 445-1727

THE NEGLECTED BRANCH:

CALIFORNIA COMMUNITY COLLEGES

By: Richard H. Simpson

Edited by: Elizabeth Bonbright
Kim Connor

Senate Office of Research
Elisabeth Kersten, Director
January 1984

EXECUTIVE SUMMARY

The Master Plan for Public Higher Education published in 1960, together with the Donahoe Act of 1961, established the state's three-branch system of public higher education -- the University of California, the California State University and the California Community Colleges. With more than 1.2 million students enrolled in courses on 106 campuses, the community colleges have emerged as the largest and most diverse segment of public higher education in California.

There is no definitive state policy for community colleges.

However, while the Master Plan was essential in setting-up the structure and mission of the community colleges and in delineating its functions among the three higher education segments, it provided only broad guidelines for growth during the last two decades. No definitive state policy has evolved since the Master Plan to guide the community colleges in responding to dramatic changes in the demands of the students and communities and in accommodating uncertain and volatile economic and funding conditions.

State funding for community colleges has grown, but in an erratic fashion.

In contrast to the period between 1947 and 1973, in which there was a single, stable funding mechanism, during the last 10 years there have been 8 different community college funding arrangements. In addition, Proposition 13 led to the elimination of all local taxing authority and to the shift of major financing responsibility for the community colleges from the local districts to the State General Fund.

Student population has changed significantly.

The number of students enrolled in community colleges has grown four-fold over the last 20 years. Community college students now account for more than 8% of California's adult population and for more than 70% of all students enrolled in California's public higher education systems.

There has been a major shift in the types of students attending community colleges since the 1960's when most students were white, high school graduates enrolled in full-time programs leading to degrees, certificates or transfer. By the early 1980's, the largest concentrations of students were part-time and nontraditional, including both educationally disadvantaged students with critical needs for remedial programs and services, and relatively older and well-educated students interested in a wide range of courses.

Transfer education and vocational preparation are still the goals of most students.

While most of the growth of the community colleges in the last 2 decades has been due to the expansion of educational opportunities for nontraditional students, the transfer function is still an important part of the community college mission. Therefore, although the community colleges have undergone a significant transition with respect to the types of students enrolled, the traditional function of the community colleges, which is to provide transfer and vocational education programs, still accounts for the vast majority of workload.

Governance system is complicated and diffuse.

The governance system of the community colleges consists of both the State Board of Governors and 70 local district governing boards which share the responsibility for programs and administration of the colleges. In addition to the governing boards, there are state agencies that have planning and control functions that affect community college operations. While there is a statutory delineation of function between the State Board and the local governing boards, this complicated system of shared responsibilities can make it difficult to interpret accountability for community college programs.

New funding bill addresses short-term but not long-term issues.

After a 6 month impasse, the Legislature has passed and the Governor has signed a pair of bills to resolve the community college funding crisis for the 1983-84 fiscal year. The bills provide $96.5 million to restore districts to their 1982-83 base funding level and impose a uniform $50 per semester fee on full-time students ($5 per unit for part-time students) beginning in the Fall semester of 1984. Folded into this fee are 9 permissive fees that the districts are currently charging for such things as health services, instructional materials, and field trips. The fee is in effect only until January 1, 1988 and may not be increased above the initial level. This legislation solves the current year crisis, and now the debate begins on the long-term direction and funding for this community college system.

This report describes the historical development and current characteristics of the community college system. It is intended to provide background and perspective for Legislative consideration of major community college issues such as governance, financing, enrollments, curriculum, programs, faculty and staffing.

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CHAPTER I:

HISTORICAL DEVELOPMENT OF THE COMMUNITY COLLEGES

CHAPTER I:

HISTORICAL DEVELOPMENT OF THE COMMUNITY COLLEGES

The growth and evolution of California's community colleges can be divided into four periods of development: (1) 1900-1930, Extension of Secondary Schools, (2) 1930-1950, Junior Colleges, (3) 1950-1970, Community Colleges, and (4) 1970 to the present, Community Learning Centers.

I. 1900-1930: EXTENSION OF SECONDARY SCHOOLS

Community colleges are a relatively recent addition to the spectrum of secondary and postsecondary educational institutions in California. In 1907, the Legislature first authorized high school districts to offer college level course work. The first two-year college program was established by the Fresno Board of Education in 1910, with an enrollment of between 15 and 30 students. By 1917, 16 high schools in the state were providing college level courses in mathematics, English, modern languages, history, economics, and technical subjects.

As early as 1919, the Legislature expressed concern over the mission of the two-year college and, as a result, appointed a special committee on education to study their roles. The committee recommended that the colleges provide courses of study in the following areas: civics, liberal arts, science and technology.

In 1921, the Legislature first authorized the formation of junior college districts; then in 1927, joint high school-junior college districts were approved. By that time there were 31 public junior colleges: 16 of these were special departments under the jurisdiction of high school districts; 9 were organized as separate districts; and 6 were operated by state colleges. Enrollment in the fall of 1928 had grown to about 25,000 students.

Prior to 1929, junior college programs were funded by the state's receipts from mining activity on federal land and were treated as part of general high school apportionments. Based upon the growth in junior college enrollments and the decline in mining revenues, the Legislature, in 1929, authorized the payment of up to $30 per unit of junior college average daily attendance from the state General Fund to defray the operating costs of the colleges.

This thirty-year period of secondary schools extension provided the first tentative steps toward a new form of higher education. Junior colleges evolved slowly, developing within the structure and resources of existing secondary and postsecondary institutions, unlike universities which began as separate institutions with a well-defined role and clientele. Junior colleges at this time operated simply as an extension of high school programs and were described as "high schools with ashtrays". They prepared students for senior postsecondary institutions, offered some vocational training, and provided some remedial education services.

II. 1930-1950: JUNIOR COLLEGES

The next 20 years in community college evolution were marked by a large growth in the number of institutions and students, as well as the development of an institutional identity separate from secondary schools. The Depression caused reductions in the level of state financial support for junior colleges, but high unemployment rates, immigration, and changing technical training needs contributed to an increase in junior college enrollment. By 1937, more than 52,000 students attended 42 colleges statewide. Twenty-three of these colleges operated as part of high

school districts, 18 were separate districts, and one still operated as part of a state college. Enrollment rose to 163,000 in 1942, but then declined to about 100,000 by the end of the second world war. By 1947, there were 45 junior colleges with 107,000 registered students.

During the 1930's and 40's, junior colleges began to take over some of the vocational programs formerly taught by high schools and began to offer courses for adult students. This period also saw the emergence of student counseling and guidance services and the development of a more comprehensive curriculum.

In 1947, the Legislature commissioned a report on higher education. The Strayer Report, as it was known, made the first explicit statement about the "open door" policy of junior colleges by listing one of the major functions as offering ". . .equal opportunity for post-high school education to all adults as well as youth". The report further stated that the objectives of the colleges were to provide: (1) terminal (occupational) education, (2) general education, (3) college and career orientation and guidance, (4) lower division transfer courses, (5) adult education, and (6) removal of matriculation deficiencies (remedial education).

This new policy stressed the importance of access to higher education for all students. In particular, students, both young and old, who had been less than successful in previous schooling, were offered a second chance through the progressive junior college system. These colleges also became the entry point for many "first generation" family members to attend an institution of higher education.

III. 1950-1970: COMMUNITY COLLEGES

In the twenty years spanning 1950-1970, two-year colleges: witnessed a sixfold increase in enrollment; realized the complete separation from secondary education; established an official place in the tripartite system of higher education; and received official recognition that they had truly become "community" colleges.

Enrollment continued to rise steadily from 210,000 in 1955 to 340,000 in 1960. By 1967 this figure had grown to 610,000 students, with approximately two-thirds of the junior college student population attending part-time.

To accommodate increasing enrollment, the number of community college districts expanded as well. In 1960, there were 57 districts, with 30 of these districts organized independently of the local high schools. Four years later there were 66 districts, 56 of which were organized separately. As junior college districts separated from the secondary school system, some jurisdictions established agreements about which segment would provide adult education programs. In San Diego and San Francisco, for example, the junior college districts became the sole providers of adult education, while in Los Angeles the adult education programs were offered exclusively by the unified school district.

In 1959, the Legislature adopted a resolution directing the Liaison Committee between the Regents of the University of California and the State Board of Education to develop a Master Plan for the expansion and coordination of higher education in the state. The basic principles of the resulting Master Plan for Higher Education were codified in the Donahoe Higher Education Act of 1960. The Donahoe Act identified junior colleges as full

partners in higher education in California and put forward the guidelines for the types of programs they were authorized to offer. The Stiern Act of 1967 created the Board of Governors of the California Junior Colleges and the Office of the Chancellor, which completed the separation of junior college statewide administrative functions from the K-12 education system. A few years later, the name "junior" was changed to "community" to give official recognition to both the breadth and local character of the community colleges.

Accompanying these basic structural and administrative changes were: the development of faculty senates in community colleges; the formalization of student services and counseling; and the establishment of outreach programs designed to bring disadvantaged students, adults, and ethnic minorities (underrepresented in other segments of higher education) into the community college system.

IV. 1970 TO THE PRESENT: COMMUNITY LEARNING CENTERS

The most recent period in the community college evolutionary process has been characterized by: a continued steady rise in enrollment; acceptance of non-traditional courses and methods of program delivery; and major instability in funding.

Enrollment has more than doubled since 1970, reaching a peak of more than 1.4 million students in 1981. At that time, 21% were full-time students enrolled in credit courses, 67% were part-time students enrolled in credit courses, and 12% were enrolled in noncredit courses. The number of institutions expanded to 106, organized into 70 districts, 16 off-campus centers, and 2,700 smaller outreach locations (although recent funding restrictions have reduced this number).

As the size of the student body enlarged, community colleges began accommodating a larger and broader percentage of the state's population. At the time the Master Plan was developed in 1960, community colleges were serving about 1 out of every 26 adults in California. By 1975, that rate had increased to about 1 in 10. A recent survey sponsored by the California Association of Community Colleges indicates that almost one-half of all adults in California have attended at least one class in a community college.

In contrast to the period between 1947 and 1973, in which there was a single, stable funding mechanism, there have been 8 different community college funding arrangements during the last 10 years. Beginning with SB 6 (Alquist) in 1973, through Proposition 13, and up to the passage of SB 851 (Alquist) last year, community colleges have had to contend with cuts, caps, block grants, and deficits. (Community college funding is explored more fully in Chapter VI). The California Community Colleges have responded quickly both to the demands of the communities and students they serve as well as to the changing priorities and incentives in the varying funding mechanisms.

CHAPTER II:

PROGRAMS

CHAPTER II:

PROGRAMS

I. MISSION OF THE COMMUNITY COLLEGES

A. Master Plan for Higher Education

The Master Plan for Higher Education created in 1960, played an integral part in establishing the structure and mission of the community colleges and the rest of higher education. Not only was the Master Plan directed at accommodating the projected growth in California higher education, but for the first time it gave a clear statutory statement about the differentiation of function among the three segments for undergraduate and graduate education, and established community colleges as a full partner in the tripartite system of California public higher education. (The Education Code also identifies community colleges as secondary schools and as part of the "public school system". This seeming contradiction with their role as a part of public higher education is only technical, however, to give community colleges continued access to the State School Fund and to certain federal vocational education funding.)

The Master Plan and the statutes implementing it give only a broad guideline for the programs that community colleges are to offer. Section 66701 of the Education Code states:

> 66701. Public community colleges shall offer instruction through but not beyond the second year of college. These institutions may grant the associate in arts degree and the associate in science degree. Their program may include but shall not be limited to: standard collegiate courses for transfer to other institutions; vocational and technical fields leading to employment; general or liberal arts courses; and community services.

This broad outline in the Master Plan neither prioritizes types of courses, nor emphasizes any particular aspect of the programs community colleges are to offer.

B. Other Statutory Guidelines

Beyond the outlines of the Master Plan, the Education Code: describes several permissive courses of study; lists the noncredit courses that may receive state aid; and provides general criteria for such things as graduation, credit hours, and community services courses.

Even though the Code is permissive in nature, state law explicitly permits community college districts to offer courses of study leading to degrees in nontraditional areas, such as bilingual and bicultural teacher assisting. Districts are also permitted to establish courses in military science, aviation science, work experience, and to establish school farms.

Since the passage of Proposition 13, districts have only been able to claim state apportionment funding for certain types of noncredit courses. The courses, listed below, are virtually identical to those for which K-12 districts may receive state adult education funding:

- parenting
- elementary and secondary basic skills
- english as a second language
- citizenship for immigrants
- education programs for substantially handicapped persons
- short-term vocational programs with high employment potential
- education programs for older adults
- education programs in home economics
- health and safety education

Community services courses may be offered by any community college district without the approval of the Board of Governors. These courses can be in virtually any field of study including: academic disciplines, handicrafts, nature study, sports and athletics. Community services courses receive no state apportionment funding and are generally supported entirely from fees paid by the students enrolled in the courses.

C. Board of Governors Mission Statement

On December 9, 1983, the Board of Governors officially adopted a policy statement on the statewide mission of the community colleges. This statement set forth the programmatic functions to be addressed by districts, making a distinction between those functions that should be mandatory and those that should be permissive; thereby giving some indication of the relative importance the Board of Governors places on different functions.

The mission statement declares that community college districts will provide (mandatory): transfer programs; vocational programs; programs leading to associate degrees; certificate programs leading to early employment; general education courses; and student services such as counseling, testing, job placement, and financial aid.

The mission statement declares that community college districts should provide (permissive): remedial and basic skills education; noncredit continuing and community education classes in the 9 protected categories; joint programs with business, industry, labor and government; and fee-supported community services courses.

II. COMMUNITY COLLEGE PROGRAMS AND COURSES

A. Course Classification System

AB 8 (1979) directed the Chancellor to study and recommend a policy on the determination of which community college courses should be offered on a credit or noncredit basis. The study recommended that the designation of credit and noncredit was an educational decision that should be determined by the academic rigor of the course, and not merely on the basis of course title. The study further suggested that the community college curriculum should not be described in terms of credit or noncredit, but rather, should be described in broader terms such as those used by the Board of Governors in their Long-Term Finance Plan.

The Chancellor subsequently established a course classification system which was adopted as part of the Title 5 of the California Administrative Code. The classification system divides the community college credit and noncredit curriculum into 6 general categories, some of which are subdivided further. (The original classification system used 5 categories, but the Chancellor's Office has rearranged these somewhat to provide more useful data.) The course classification categories are as follows:

1. Liberal Arts and Sciences, BA Degree -- These courses are equivalent to lower division courses offered at four-year institutions and are intended to satisfy major or general education requirements needed to enable students to transfer to four-year universities or colleges.

2. Liberal Arts and Sciences, AA Degree -- These are freshman or sophomore level courses designed to satisfy associate degree requirements, but not intended for transfer to a four-year college or university.

3. Compensatory Courses -- Such courses are designed to meet the needs of educationally disadvantaged students and to bridge the gap between high school and college for students with identified deficiencies.

4. Personal Development and Survival Courses -- This category includes courses for substantially handicapped students with severe language or learning deficiencies. These courses are directed toward students requiring extensive remediation.

5. Community or Continuing Education Courses -- These courses are in the liberal arts and sciences and are determined to be of public (versus strictly individual) benefit. They are designed to assist students or their families become more self-sufficient and productive citizens of the community.

5-1. Adult Elementary and Secondary Basic Skill

5-2. Parenting and Family Support Courses

5-3. Community and Civic Development Courses

5-4. General and Cultural Courses

6. Occupational Education Courses -- These are courses designed to prepare persons for an occupation without the need for subsequent training or education and may also provide for the upgrading of job related skills. Many of these courses are accepted for transfer to baccalaureate institutions.

To provide an accurate picture of the practical application of this curriculum classification in the community colleges, the Chancellor's Office has collected and tabulated workload data by the course classification categories for the 1980-81 and 1981-82 fiscal years. (Data for the 1982-83 year has been collected, but has not yet been verified or released.)

B. Results of Course Workload Studies

1. Credit Workload -- Table II-1 presents the student course credit workload data for 1980-81 and 1981-82. In 1980-81 there were 447.3 million student contact hours in credit courses in community colleges. The table indicates that credit workload for 1981-82 amounted to 384.6 million contact hours. However, the apparent 14% decline in student workload between 1980-81 and 1981-82 is deceptive. The 1981-82 figures do not include data from 13 colleges, some of which are large institutions. When the totals for the missing colleges are subtracted from the 1980-81 totals, the workload in the remaining colleges shows a 10% increase between the 2 years.

The 13 missing colleges accounted for nearly 22% of the 1980-81 workload, and their combined workload in BA Transfer courses was 53.5%, as compared with the 1981-82 average without these colleges of 50.7%. Adding the 13 excluded institutions to the 1981-82 figures would likely make the distributions for the two years correspond more closely.

The table also shows the distribution of credit workload among the curriculum categories in the course classification system. In 1980-81 courses in the BA Transfer category accounted for more than 52% of the workload in community colleges. This figure is in contrast to the 37% of students identified as transfer prototypes in the Statewide Longitudinal Study. Clearly, much of the transfer coursework in community colleges is taken by students who, as indicated by their stated intentions, do not plan to transfer to four-year institutions.

Occupational courses accounted for 35.2% of the community college workload in 1980-81. This figure corresponds very closely to the percentage of Vocational prototype students (discussed more fully in Chapter III) enrolled in the colleges, although these occupational courses can be taken by any type of student. Compensatory and Personal Development courses made up 3.9% and 0.4% of the workload, respectively, and Community and Continuing education accounted for 1.2%. The Chancellor's Office was unable to classify courses that accounted for 2.9% of the total workload.

TABLE II-1

COURSE CREDIT WORKLOAD IN COMMUNITY COLLEGES,
BY CLASSIFICATION CATEGORY
1980-81 & 1981-82

	1980-81		1981-82	
Category	Student Contact Hours (1,000)	Percent of Workload %	Student Contact Hours (1,000)	Percent of Workload %
Liberal Arts & Sciences-BA Degree	233,379	52.2%	195,114	50.7%
Liberal Arts & Sciences-AA Degree	18,774	4.2	11,723	3.0
Compensatory	17,567	3.9	16,454	4.3
Developmental	1,735	0.4	2,240	0.6
Community or Cont. Education	5,262	1.2	4,132	1.1
Occupational	157,569	35.2	132,480	34.4
Invalid and Unknown	12,989	2.9	22,438	5.8
TOTAL	447,275	100%	384,581	100% (rounding)

Source: Chancellor's Office

Even though the community colleges have undergone a significant transition with respect to the types of students enrolled, the "traditional" functions of community colleges to provide Transfer and Vocational education programs still account for the vast majority of the actual course workload. While the part-time and nontraditional students account for a large share of the student population, the programs usually associated with these students, such as Compensatory, Personal Development, and Community or Continuing Education, make up a relatively small percentage of the workload. (Student prototypes and course selection are detailed in Chapter III.)

While the statewide average workload figures are indicative of the system as a whole, they hide the major variations among districts and colleges across the state that give community colleges their distinctly local character. Although 51% of the 1981-82 statewide workload was in BA Transfer courses, many institutions were substantially above or below this average. The range extended from a high of 71% for Diablo Valley College in Concord, to a low of 17% for Los Angeles Trade-Tech College. Similar variations are seen for the occupational courses. Many colleges have a much larger share of their workload in occupational courses than the 34% statewide average, and several colleges have less than 20% in this category.

The substantial variations in the distribution of credit workload are due to both design and locality. Some colleges were established primarily to meet a particular programmatic need, such as L.A. Trade-Tech College which specializes in occupational courses. The course offerings of other colleges reflect the needs and demands of their local communities.

2. Noncredit Courses -- Table II-2 shows both the total noncredit workload for the 1980-81 fiscal year and the distribution of the noncredit workload among the course classification categories. (The 1981-82 data is not shown because the 13 missing institutions accounted for more than half of the 1980-81 noncredit contact hours and their omission would tend to make the 1981-82 totals misleading.) In 1980-81 there were a total of 51.2 million student contact hours in noncredit courses. The noncredit workload accounted for 10.3% of the total workload in all credit and noncredit courses.

Since a very large percentage of the noncredit courses could not be classified by course category, the table shows the distribution of noncredit workload both with and without the invalid courses. The distribution of the noncredit workload follows a very different pattern than the distribution of credit courses; only a very small percentage of the noncredit contact hours are in BA Transfer or AA Degree courses. In contrast, the bulk of the noncredit workload is in Community or Continuing Education courses. Personal Development courses for those students needing extensive remediation account for 21.6% of the workload, when invalid courses are excluded, compared to their 1% share of the credit workload.

The course classification survey did not collect data on workload in fee-supported community services classes and activities, although the numbers of course titles were collected. The classes and activities are generally not sufficiently or meaningfully comparable to state supported credit and noncredit courses.

TABLE II-2

COMMUNITY COLLEGE NONCREDIT WORKLOAD, BY CLASSIFICATION CATEGORY
1980-81

	Percent	Percent
BA Degree	0.5%	0.6%
AA Degree		0.1
Compensatory	5.6	7.1
Developmental	16.9	21.6
Community or Continuing Education	40.1	51.4
Occupational	15.0	19.2
Invalid and Unknown	21.9	____
TOTAL	100%	100%

Source: Chancellor's Office

CHAPTER III:

STUDENTS

I. ADMISSIONS AND ENROLLMENT

A. Admissions

California's community colleges have historically had an "open door" admission policy consistent with the guidelines in the Education Code. The statute states that governing boards must admit any person possessing a high school diploma or the equivalent. Beyond that, governing boards are permitted to admit qualified apprentices, or any person over 18 years of age "capable of profiting from the instruction offered." In its recently adopted statement of mission, the Board of Governors reaffirmed its open door policy of admissions for "adults, high school graduates and others as identified by law who can profit from community college instruction." This policy statement also declares that admissions should be without regard to race, ethnicity or national origin, sex, age, disability, sexual orientation, or prior educational status.

B. Numbers of Students

California community colleges enrollment for the 1983 Fall Quarter was approximately 1,238,000. Table III-1 lists the history of community college enrollment for the last two decades. The data, provided by the Department of Finance, cites enrollment statistics both for students taking credit courses and, beginning in 1972-73, for students participating on credit and noncredit basis. As the table indicates, this period has seen a four-fold increase in community college enrollments, from just under 300,000 in 1960-61 to more than 1.4 million students at the peak in 1981-82.

As with elementary and secondary school districts, there is a great deal of variation in the size of community college districts across the state. Table III-2 shows the credit enrollments of the community college districts in 1972 and 1982. The districts vary in size from the Los Angeles district, with more than 134,000 students enrolled to the Palo Verde district with less than 700 students. While total enrollment grew about 68% during this period, many districts more than doubled in credit enrollment and several grew more than 200%.

TABLE III-1

COMMUNITY COLLEGE ENROLLMENT
1960/61 - 1983/84

	Total--Credit & Noncredit	Credit
1960/61		289,898
1961/62		305,201
1962/63		336,704
1963/64		368,008
1964/65		411,338
1965/66		459,400
1966/67		487,458
1967/68		521,695
1968/69		568,147
1963/70		602,917
1970/71		651,997
1971/72		694,790
1972/73	921,955	710,893
1973/74	1,009,307	851,311
1974/75	1,136,478	958,530
1975/76	1,284,824	1,101,548
1976/77	1,255,678	1,074,658
1977/78	1,321,739	1,115,874
1978/79	1,159,819	1,046,128
1979/80	1,248,459	1,095,932
1980/81	1,384,068	1,129,522
1981/82	1,430,711	1,211,845
1982/83	1,354,949	1,164,195
1983/84	1,238,000*	

*Estimate

Sources: Department of Finance
Chancellor's Office
Legislative Analyst

TABLE III-2

COMMUNITY COLLEGE DISTRICT TOTAL CREDIT ENROLLMENT
1972 and 1982

District	1972	1982	% Change
Allan Hancock	6,794	8,973	32.1%
Antelope Valley	4,068	7,161	76.0
Barstow	1,492	1,702	14.1
Butte	2,708	8,191	202.5
Cabrillo	5,027	11,458	127.9
Cerritos	9,284	22,877	146.4
Chaffey	8,435	12,700	50.6
Citrus	8,150	10,052	23.3
Coachella Valley	3,369	6,808	102.1
Coast	32,503	64,697	99.0
Compton	6,052	4,564	-24.6
Contra Costa	22,863	33,975	48.6
El Camino	21,500	29,597	37.7
Foothill	12,060	37,047	207.2
Fremont-Newark	4,159	8,292	99.4
Gavilan	1,867	3,182	70.4
Glendale	6,382	11,535	80.7
Grossmont	12,474	18,193	45.8
Hartnell	3,305	7,052	113.4
Imperial	2,889	4,678	61.9
Kern	13,044	16,879	29.4
Lake Tahoe	0	1,491	0.0
Lassen	1,677	2,605	55.3
Long Beach	21,473	24,154	12.5
Los Angeles	101,515	134,737	32.7
Los Rios	19,367	46,482	140.0
Marin	7,587	10,580	39.4
Mendocino-Lake	0	3,472	0.0
Merced	5,463	7,700	36.5
Mira Costa	1,292	6,195	379.5
Monterey Peninsula	3,864	7,978	106.5
Mt. San Antonio	15,574	22,934	47.3
Mt. San Jacinto	1,739	3,678	111.5
Napa	4,169	6,135	47.2
North Orange	23,822	34,537	44.6
Palomar	7,074	17,170	142.7
Palo Verde	542	698	28.8
Pasadena	15,746	19,639	24.7
Peralta	23,518	38,993	65.8
Rancho Santiago	10,484	25,456	142.8
Redwoods	4,708	7,908	68.0
Rio Hondo	5,798	11,850	104.4
Riverside	10,849	15,426	42.2
Saddleback	4,042	23,761	487.9
San Bernardino	6,921	19,720	184.9
San Diego	26,210	40,084	52.9
San Francisco	20,348	28,349	39.3
San Joaquin Delta	12,500	16,870	35.0
San Jose	6,765	21,787	222.1
San Luis Obispo	3,665	5,893	60.8
San Mateo	25,722	30,518	18.6
Santa Barbara	6,625	10,798	63.0
Santa Clarita	1,436	3,487	142.8
Santa Monica	12,655	20,016	58.2
Sequoias	3,221	7,280	126.0
Shasta-Tehama-Trinity	6,330	8,474	33.9
Sierra	4,777	9,838	105.9
Siskiyiou	1,363	2,529	85.5
Solano	6,613	9,799	48.2
Sonoma	11,028	20,585	86.7
South County	12,741	21,728	70.5
Southwestern	8,188	12,333	50.6
State Center	9,399	18,060	92.1
Ventura	16,789	29,258	74.3
Victor Valley	2,255	4,356	93.2
West Hills	681	2,072	204.3
West Kern	407	905	122.4
West Valley	8,350	25,391	204.1
Yosemite	11,683	14,093	20.6
Yuba	5,253	8,256	57.2

Source: Department of Finance

C. Comparisons with Other States

California clearly leads the nation in terms of access to a community college education. While representing about 10% of the nation's population, California enrolled more than 26% of the community college students nationwide in 1979. California had nearly one-seventh of the 750 community and junior colleges in the country. In 1969, California led the nation with 61% of the state's participants in public higher education enrolled in community colleges. Ten years later, community college enrollment had increased to 71% of higher education enrollment, still ahead of all other states.

D. Transfer to Four-Year Institutions

Although much of the growth in community colleges in the last two decades has been due to the expansion of educational opportunities for students opting for a nontraditional emphasis, the transfer function remains an important part of the community college mission. Table III-3 presents the number of full term transfers from community colleges to the University of California (UC) and to the California State University (CSU) between 1965 and 1982.

Since 1965, the numbers of community college transfers have increased substantially. Fall transfers to CSU have more than doubled and transfers to UC have increased by nearly 75%. This growth has not been steady, however. Transfers to both university systems peaked in the early to middle 1970's and have been declining ever since. Fall, 1982 transfers to CSU are 17% below the 1975 peak, and are approximately equal to the level reached in 1970. The reasons for the gradual decline in the numbers of transfer students are complex, but probably reflect changes in demographics and student interests more than they do a decline in

emphasis on transfer education by the community colleges. Contrary to the trend, in 1982 there was a 7.5% increase in the number of transfers to UC over the previous year; though still 37% below the 1973 level, this was the first increase since the 1975. More significant than the magnitude of the increase is the fact that transfers to all UC campuses, except Irvine, increased. Furthermore, 60% of the colleges experienced an increase in the number of transfers to UC.

Community college transfer rates vary substantially when examined by ethnicity. While minority (non-white) students accounted for nearly 37% of total community college student enrollment in the Fall of 1982, minority students only represented 25.2% of the transfers to UC and 26.3% of transfers to CSU in that year. The underrepresentation of minority transfer students is even greater when only full-time community college enrollment is considered. Minority students constitute 41.7% of full-time community college enrollment.

TABLE III-3

NUMBER OF COMMUNITY COLLEGE STUDENTS WHO TRANSFERRED TO THE UNIVERSITY OF CALIFORNIA AND THE CALIFORNIA STATE UNIVERSITY OF CALIFORNIA (1965-1982)

	Community College Fall Transfer Students	
Year	UC	CSUC
1965	2,948	14,603
1966	3,761	19,295
1967	3,702	22,059
1968	3,785	26,596
1969	4,458	28,207
1970	5,166	29,059
1971	6,154	32,546
1972	7,165	34,619
1973	8,193	33,089
1974	7,813	32,646
1975	8,002	35,537
1976	7,123	32,653
1977	6,392	34,001
1978	6,193	31,609
1979	5,649	30,428
1980	5,428	30,490
1981	4,778	30,026
1982	5,137	29,824

Source: California Postsecondary Education Commission, March 1983

II. ANALYSES OF STUDENT CHARACTERISTICS

Before proceeding to the analyses of student characteristics by aggregate numbers, course credit distribution, and prototypes, a careful examination shall be made of the prototypes themselves.

A. Student Prototypes

A Statewide Longitudinal Study (SLS) of community college students, funded by the Chancellor's Office, was conducted between 1978 and 1981. The study was based on a sample of students from a group of 15 colleges selected to represent the total population of community colleges in terms of geography, rural-urban factors, socioeconomic characteristics, and ethnicity of students. Since the data is from a relatively limited sample, the data should be used with some caution. However, the SLS data is the only available information on student intentions.

The researchers directing the study found that the complexity of the community college students and their educational experiences could best be understood by assigning the students to various prototypes. Eighteen student prototypes were developed within the 3 broad categories of: Transfer, Vocational, and Special Interest. Table III-4 briefly describes the prototypes and the percentages of the students surveyed falling into each category. As the table indicates, 37.0% of the students were designated Transfer prototypes, 35.5% Vocational, and 27.5% Special Interest. Assignments to categories were based on students' aspirations, course enrollment and completion patterns, grades, age, type of job held, wages earned, and self-assignment responses of students.

While the Statewide Longitudinal Study data is the only information currently available on student intentions, the Chancellor's Office is in the process of undertaking a similar study and will publish the results when they are available.

TABLE III-4

STUDENT PROTOTYPES

	Percent of Students
Transfer Prototypes	37.0%
Full-Time Transfer	(10.6%)
Part-Time Transfer	(7.7%)
Undisciplined Transfer	(9.3%)
Technical Transfer	(7.7%)
Intercollegiate Athlete	(0.7%)
Financial Support Seeker	(0.3%)
Expediter	(0.7%)
Vocational Prototypes	35.5%
Program Completer	(5.7%)
Job Seeker	(13.5%)
Job Up-Grader	(12.3%)
Career Changer	(3.3%)
License Maintainer	(0.7%)
Special Interest Prototypes	27.5%
Leisure Skills Student	(12.4%)
Education Seeker	(6.3%)
Art and Culture Student	(1.0%)
Explorer/Experimenter	(4.0%)
Basic Skills Student	(2.9%)
Lateral Transfer	(0.8%)

Source: California Postsecondary Education Commission

B. The Gender Gap

Table III-5 presents data across several dimensions relative to the sex of community college students.

TABLE III-5

GENDER DIFFERENCES BY YEAR, COURSE CREDIT LOAD, PROTOTYPE

Year	Percent Male	Percent Female
1962	63.5%	36.5%
1972	52.8	47.2
1982	45.3	54.7
Course Credit Load (1982)		
Full-Time (12 units or more)	52.2	47.8
6 - 11.9 Units	47.8	52.2
Under 6 Units	41.1	58.2
Noncredit	40.1	59.9
Prototype		
Transfer	50	50
Full-Time	49	51
Technical	53	47
Part-Time	47	53
Undisciplined	50	50
Vocational	41	59
Program Completer	40	60
Job Seeker	35	65
Job Upgrader	46	54
Career Changer	54	46
Special Interest	38	62
Leisure Skills	38	62
Lateral Transfer	35	65
Basic Skills	46	54
Explorer/ Experimenter	28	72

Sources: Department of Finance,
California Postsecondary Education Commission,
Summary of Statewide Longitudinal Study

Over the past twenty years a major shift has occurred in the participation of women in community college programs. In 1962, 36.5% of all community college students were women. By 1972, the percentage of women had climbed to 47.2%. The number of women eventually surpassed the number of men enrolled in community colleges; by Fall 1982, 54.7% of community college students were women and 45.3% were men.

Representation of women is greater in community colleges than in any other segment of California's higher education system. According to Department of Finance figures, 51.0% of the undergraduate students at CSU, and 50.6% of undergraduates at UC are women.

The pattern of enrollment by gender differs somewhat when the students are separated by course credit load. Men account for 52.2% of the full-time students in community colleges, while women predominate among noncredit students and part-time students.

Major variations arise when community college students are viewed according to the student prototypes. Among Transfer students there are equal numbers of male and female students, with little variation within the Transfer categories. Significant variations occur among Vocational students, however. Fifty-nine percent of all Vocational students are women, and students classified as Job Seekers are 65% women. The largest variations occur among the Special Interest students. While Basic Skills students closely reflect the male/female distribution among the overall student population, 72% of those in the Explorer/Experimenter prototype are women. Overall, women account for 62% of the Special Interest students.

C. Age Distribution

Table III-6 shows the age distribution of community college students since 1972. The percentages have not changed significantly for either the 20-24 or 25-29 student age groups. The percentages of students in the youngest and oldest age groups have changed markedly, however. The student population less than 20 years of age has dropped from 26.6% in 1972 to 18.9% in 1982. Over the same time span, students 30 years of age or older increased from 30.5% to 37.5%.

TABLE III-6

COMMUNITY COLLEGE STUDENTS
PERCENTAGE OF AGE DISTRIBUTION
1972 - 1982

Year	Under 20 yrs.	20-24 yrs.	25-29 yrs.	30+yrs.
1972	26.6%	26.8%	16.1%	30.5%
1973	24.7	25.5	16.8	33.0
1974	22.6	24.9	17.3	35.1
1975	21.8	23.6	17.5	37.1
1976	22.0	25.0	17.3	35.8
1977	20.9	25.1	16.6	37.4
1978	22.2	26.3	16.3	35.2
1979	21.2	25.6	16.1	37.1
1980	19.9	25.1	16.0	39.1
1981	19.0	25.2	16.2	39.7
1982	18.9	26.9	16.7	37.5

Source: Department of Finance

Community college students are significantly older than their peers in the other segments of higher education. Table III-7 shows the age distribution of students in the three branches of state higher education for selected years over the last decade. The differences with the community colleges are striking. While CSU and the Community Colleges have comparable percentages of students under 20 years of age, CSU has about twice the percentage of students in their early twenties and only about one-third the percentage 30 years olds and above. UC has more than twice the percentage of students under 20 years old than the community colleges. Only a very small percentage of UC students are over 30 years old, yet that age group accounts for more than a third of community college students.

TABLE III-7

AGE DISTRIBUTION - SELECTED YEARS FOR CALIFORNIA COMMUNITY COLLEGES, CALIFORNIA STATE UNIVERSITY AND UNIVERSITY OF CALIFORNIA

Year	Under 20 yrs.	20-24 yrs.	25-29 yrs.	30+ yrs.
CCC				
1972	26.6%	26.8%	16.1%	30.5
1976	22.0	25.0	17.3	35.8
1980	19.9	25.1	16.0	39.1
1982	18.9	26.9	16.7	37.5
CSU				
1972	19.0	52.1	17.3	11.5
1976	18.9	50.1	17.0	14.0
1980	19.9	52.6	14.2	13.3
1982	18.5	53.9	14.6	13.0
UC				
1972	37.9	52.3	6.4	3.3
1976	38.6	52.6	5.7	3.1
1980	40.1	51.6	5.2	3.1
1982	39.1	53.2	4.9	2.9

Source: Department of Finance

Major changes in the age distribution of community college students occur when course credit load is considered, as shown in Table III-8. As the table demonstrates, student age appears to be inversely related to the number of units taken. That is, the age of students increases as the number of units taken declines. In terms of age distribution, full-time students in community colleges look much like students in the senior segments of higher education. By comparing Tables III-7 and III-8, it becomes evident that for full-time students, the percentage of those under 20 years old is nearly identical to the percentage of such students attending UC and the percentage of students over 30 years of age is very close to the percentage of such students at CSU. Students taking less than six units (generally one course) and students taking noncredit courses are substantially older than the average community college student. More than half of the students taking a single course are over 30 years old, and less than 10% are under 20 years of age.

TABLE III-8

CALIFORNIA COMMUNITY COLLEGE STUDENT
AGE DISTRIBUTION BY COURSE CREDIT LOAD
FALL 1982

Course Credit Load	Under 20 yrs.	20-14 yrs.	25-29 yrs.	30+yrs.
Full-Time (12 units)	38.8%	36.7%	11.7%	12.9%
6 - 11.9 Units	19.8	31.5	18.7	30.0
Under 6 Units	9.2	20.8	18.8	51.2
Non-Credit	10.0	17.6	14.8	57.6
Total	18.9	26.9	16.7	37.5

Sources: California Postsecondary Education Commission, Student Data File, Fall 1982

The student prototypes also reveal age differences among community college students. Transfer students of all types average 21 years of age. There is little variation within the Transfer category, although significantly fewer Part-Time Transfer students are in the under 20 age group. The average age of Vocational students, on the other hand, is 27 years, and large variations exist within this prototype. Students classified as Program Completers and Job Seekers average 22 and 23 years of age, respectively. Job Up-Graders and Career Changers average, respectively, 31 and 33 years of age. The category containing the oldest students is the Special Interest prototype division. Again, however, there are large variations within this broad category. Leisure Skills students, which account for 72% of the Special Interest group, average 32 years of age. Students classified as Lateral Transfers, on the other hand, average only 21 years of age.

Community college students are, on the average, older than students in the other segments in higher education, and this difference has been increasing over time. However, it is important to point out that the growth in services to older students has not been at the expense of programs directed at younger students. Over the past ten years, while the <u>percentage</u> of students under 20 has declined substantially, the <u>number</u> of such students has actually risen slightly. The expansion in the overall size of the community college enrollment is attributed, in a large degree, to a higher percentage of older students, many of whom are enrolled only part-time. This point is reinforced by the fact that percentage of high school graduates enrolling in community colleges has changed very little in the last several years. In 1974 41.3% of high school graduates enrolled in community colleges. By 1982, the percentage had risen slightly to 42.8%.

D. Ethnicity

Table III-9 presents the distribution of community college enrollment by racial/ethnic groups for Fall, 1982. As the table indicates, more than 13% of community college students are Hispanic. Furthermore, there are nearly as many Asian students as Black students.

TABLE III-9

RACIAL/ETHNIC PERCENTAGE DISTRIBUTION BY COURSE CREDIT LOAD
FALL, 1982

Course Credit Load	American Indian	Asian	Black	Hispanic	White	Other
Full-Time	1.5%	9.1%	9.7%	13.5%	59.3%	6.9%
6 - 11.9 Units	1.7	7.9	10.8	13.7	61.7	4.2
Under 6 Units	1.8	6.8	7.9	11.0	68.5	4.0
Non-Credit	1.5	13.1	3.9	17.6	56.1	7.8
Total	1.7	8.3	8.6	13.1	63.1	5.2

Sources: California Postsecondary Education Commission, Student Data File, Fall 1982

Several significant trends arise when the ethnicity data are examined in reference to course credit load. The fraction of White students enrolled in a single course (under 6 units) is greater than the fraction of White students represented in the overall student population. Asian and Hispanic students have larger than average percentages of the enrollment in noncredit courses; perhaps due to the fact that these students are represented disproportionately in the "English as a Second Language" courses, which are generally offered on a noncredit basis.

Student prototype data are available for three ethnic categories: White, Black or Hispanic, and Asian. The data indicates only a slight variation in racial/ethnic distribution among the three major prototypes of students. Significant differences appear within the broad categories, however. Among Transfer prototypes the percentage of White students ranges from a high of 75% for Full-Time Transfers to a low of 61% of students identified as Undisciplined Transfers.

Within the Vocational student prototype, a disproportionate percentage of Job Up-Graders are composed of Whites. Job Seekers, on the other hand, have a larger than average proportion of Black and Hispanic students. Again, Asian students maintain about the same percentage of all categories of Vocational students. The most striking variations occur among the Special Interest prototypes. Overall, Black and Hispanic students represent 20% and Asian students 6% of Special Interest students. Among the Basic Skills students, however, the percentage of both of these groups more than doubles to 53% for Blacks and Hispanics and 14% for Asians.

E. Income

Data on the income of community college students and their families have recently been gathered by the Student Aid Commission in their Student Expenses and Resources Survey (SEARS). The data have been analyzed and made public by the California Postsecondary Education Commission.

In recent weeks, however, serious questions have been raised about the validity of this income data. Questions about sample size and the consistency of the sampling methodology have cast some doubt upon the results. Due to the sensitivity of the income data and the lack of a clear consensus about the reliability of the data, this report will not present data on the income distribution of community college students.

F. Academic Level

Table III-10 shows the percentage of community college students at different academic levels based on the number of completed course credit units. Of the students enrolled, 64.3% are in their first or second year of college, 17.5% have completed more than two years of college, and 18.2% have completed sufficient course units for a bachelor's degree or higher.

Table III-11 shows the change in academic level for selected years since 1965 for credit enrollment. (The differences between Tables III-10 and III-11 are due to differing definitions of level and the fact that Table III-10 is based on student reported data and includes both credit and noncredit enrollment.) Table III-11 shows an approximate three-fold increase in the percentage of enrolled community college students with an associate degree or higher between 1965 and 1982.

TABLE III-10

ACADEMIC LEVEL OF CALIFORNIA COMMUNITY COLLEGE STUDENTS
BASED UPON COMPLETED COURSE CREDIT UNITS
FALL 1982

Academic Level	Percentage of Credit and Noncredit Students
Freshman or equivalent	37.4%
Sophmore or equivalent	26.9%
Junior or equivalent	13.3%
Senior or equivalent	4.2%
5th Year or continuing undergraduate	7.4%
Graduate	10.8%

Source: California Postsecondary Education Commission

TABLE III-11

CALIFORNIA COMMUNITY COLLEGES
CREDIT ENROLLMENT BY ACADEMIC LEVEL

Year	Freshmen or Sophmore	Associate Degree
1965	94.2%	5.8%
1970	94.3	5.7
1975	89.6	10.4
1980	86.0	14.0
1982	84.4	15.6

Source: Department of Finance

The variation in academic level by credit course load is shown in Table III-12. Among full-time students, nearly 80% are in their first two years of college and less than 4% have a bachelor's degree. The percentage of students with four-year degrees increases, however, as the course credit load declines. Two diverse population groups tend to take six units or less. One group includes the students early in their college careers who, because of the demands of finances or work, can only take one course at a time. This group accounts for over half of the single course takers. The other group is composed of students with at least a bachelor's degree who take a single community college course, perhaps to acquire additional skills or to meet other personal educational goals. This group accounts for nearly 3 out of 10 students taking less than 6 units.

TABLE III-12

ENROLLMENT BY CREDIT COURSE LOAD
FALL 1982

Credit Load	Freshmen or Equiv.	Sophmore or Equiv.	Junior or Equiv.	Senior or Equiv.	5th Year or Continuing Under-graduate	Graduate
Full-Time	40.2%	39.4%	12.7%	4.3%	1.9%	1.4%
6-11.9 Units	35.7	33.2	15.9	4.9	4.9	5.4
Under 6 Units	35.4	18.0	13.3	3.9	11.2	18.3
Non-Credit	43.3	13.2	7.5	3.7	12.5	19.9

Sources: California Postsecondary Education Commission, 1982 SEARS Data

In reference to the student prototypes, Table III-13 indicates that a large majority of the students in the Transfer category have no more than a high school education. Less than one percent of transfer students have a bachelor's degree. Four-year degrees are somewhat more prevalent among Vocational prototype students. Overall, 8% of Vocational students have at least a BA degree, and 36% have some college education. Students identified as Career Changers or Job Up-Graders have the highest percentage of four-year degrees, with 18% and 12%, respectively. Students classified as Program Completers look the most like Transfer students, with only 24% having at least some college education. Special Interest prototypes, on the average, differ most from Transfer students in terms of educational attainment. In this group, 14% have four-year degrees and another 31% have completed some college. The Leisure Skills students, which predominate this prototype, have the greatest percentage of higher educational degrees. The major exceptions in the Special Interest category are the Basic Skills students; 79% of these students have only a high school diploma or less.

TABLE III-13

PERCENTAGE OF COMMUNITY COLLEGE POPULATION IN REFERENCE TO HIGHEST EDUCATIONAL LEVEL ATTAINED, BY STUDENT PROTOTYPES

	Less Than H.S. Diploma	High School Diploma	Some College	B. A. or Higher
Transfer	7%	73%	20%	4%
Full-Time	4	81	15	0
Technical	5	73	22	4
Part-Time	5	62	29	4
Undisciplined	10	74	16	4
Vocational	6	58	28	8
Program Completer	6	70	20	4
Job Seeker	9	65	23	3
Job Upgrader	5	48	35	12
Career Changer	6	41	35	18
Special Interest	10	45	31	14
Leisure Skills	9	40	34	17
Lateral Transfer	7	63	28	2
Basic Skills	28	51	19	2
Explorer/ Experimenter	5	59	27	9

Source: California Postsecondary Education Commission

CHAPTER IV:

GOVERNANCE

The governance system of the community colleges consists of both state and local governing boards that share the responsibility for programs and administration of the colleges. In addition to the governing boards, various state agencies have planning and control functions that affect community college operations such as the Chancellor's Office, the California Postsecondary Education Commission, and the Department of Finance.

I. LOCAL GOVERNING BOARDS

A. Membership and Election

Each of the 70 community college districts in California is under the control of a locally elected board of trustees. Governing boards may have either 5 or 7 members with the exception of Redwoods Community College District which has 9 members, pursuant to a special provision of the Education Code.

Governing board trustees are elected for four-year terms. The terms are staggered to insure that half the trustee positions are subject to election every two years. A trustee may be elected in one of four ways:

1) At large, but must live in and represent a specific area.
2) To represent the designated trustee area in which he/she lives.
3) At large and may live anywhere in the district.
4) By trustee area for the primary election, but elected at large in the general election.

Table IV-1 shows the number of trustees and the method of election for all 70 community college districts.

TABLE IV-1

TRUSTEE ELECTION SURVEY INFORMATION

District	No. of Trustees	Election Method*
Allan Hancock	5	2
Antelope Valley	5	3
Barstow	5	3
Butte	7	2
Cabrillo	7	1
Cerritos	7	3
Chaffey	5	3
Citrus	5	2
Coachella Valley	5	1
Coast	5	1
Compton	5	2
Contra Costa	5	2
El Camino	5	1
Foothill-DeAnza	5	3
Fremont-Newark	7	1
Gavilan Joint	7	1
Glendale	5	3
Grossmont	5	3
Hartnell	7	2
Imperial	7	1
Kern	7	1
Lake Tahoe	5	3
Lassen	7	1
Long Beach	5	3
Los Angeles	7	3
Los Rios	7	2
Marin	7	3
Mendocino	7	1
Merced	7	1
Mira Costa	7	1
Monterey Peninsula	5	3
Mt. San Antonio	5	3
Mt. San Jacinto	5	1
Napa	7	1
North Orange	7	1
Palomar	5	3
Palo Verde	5	3
Pasadena	7	2
Peralta	7	1
Rancho Santiago	7	1
Redwoods	9	2
Rio Hondo	5	2
Riverside	5	3
Saddleback	7	1
San Bernardino	7	3
San Diego	5	4
San Francisco	7	3
San Joaquin Delta	7	1
San Jose	5	3
San Luis Obispo	5	3
San Mateo	5	3
Santa Barbara	7	1
Santa Clarita	5	3
Santa Monica	7	3
Sequoias	5	2
Shasta-Tehama-Trinity Joint	7	2
Sierra Joint	7	1
Siskiyiou	7	1
Solano	7	2
Sonoma	7	2
South County	7	1
Southwestern	5	3
State Center	7	1
Ventura	5	2
Victor Valley	5	3
West Hills	7	1
West Kern	5	3
West Valley Joint	7	1
Yosemite	7	2
Yuba	7	2

*KEY: 1 = Trustee lives in and represents a specific area, however, election is at large.
2 = Trustee represents a specific area, and only voters within that area vote.
3 = Trustee may come from anywhere within district--Election is at large.
4 = Primary election by area--then a general election is held at large.
ELECTIONS ARE HELD IN NOVEMBER UNLESS DESIGNATED OTHERWISE.

Source: California Community College Trustees Association

The Education Code requires that community college governing boards provide for the selection of at least one nonvoting student member of the board. The student member serves for a one-year term and is selected by the students of the district under procedures established by the governing board. Although student members are officially considered members of the board, they do not have voting rights. They may attend executive sessions dealing with collective bargaining and personnel matters only with the consent of the rest of the board.

B. Powers and Duties

The general scope of authority for community college governing boards is defined in Section 72233 of the Education Code:

> 72233. On and after January 1, 1976, the governing board of any community college district, may initiate and carry on any program, activity, or may otherwise act in any manner which is not in conflict with or inconsistent with, or preempted by, any law and which is not in conflict with the purposes for which school districts are established.

Thus, community college boards, generally, have broad powers and are permitted to do anything that is not in specific conflict with the letter or spirit of the Education Code.

The Education Code also gives governing boards specific powers and duties regarding the academic programs and the general management of the district. Each governing board is responsible for the general development and quality of the academic program of the district in much the same manner that local elementary and secondary school boards are responsible for the development of standards and curriculum. Specific academic responsibilities related to community college boards by statute include:

- establishing the educational programs for the college or colleges of the district,
- approving all classes for continuing adult education,
- establishing policies and adopting instructional materials for the district,
- establishing academic standards for students, as well as policies for probation, dismissal, and readmission consistent with the guidelines set by the Board of Governors,
- establishing rules and regulations governing student conduct,
- establishing graduation standards consistent with the guidelines set by the Board of Governors.

The Education Code also assigns governing boards specific responsibilities for operating and managing the community college districts. Among the duties set out in the law are:

- adoption of a budget for the district,
- employment and dismissal of employees pursuant to the procedures provided in statute,
- adoption of certain student fees,
- determination of the holiday schedule to be observed by the district,
- provision of auxiliary services,
- participation in collective bargaining procedures with the exclusive representative of employee bargaining units,
- acquisition and disposal of real and personal property for the district, including the power of eminent domain.

Districts may employ a superintendent, frequently designated "District President", who serves as the chief executive officer of the governing board. The superintendent is responsible for the day to day operation of the district with policy guidance

from the governing board. To achieve this end, the superintendent has the power to assign employee positions, to transfer instructors, to prepare a budget for the board, and to perform many other functions assigned by the board.

Overall, the Education Code intends local governing boards to be autonomous, and to have the power to set policies for their district which are consistent with locally determined priorities and standards.

II. STATE LEVEL GOVERNANCE

A. Board of Governors

State level governance and policy direction for the community college system are provided by the Board of Governors of the California Community Colleges. The Board of Governors was established in 1967 by SB 669 (Stiern) to assume the state level responsibilities for community colleges formerly held by the State Board of Education, the Superintendent of Public Instruction, the State Department of Education, and the Director of Education.

The Board of Governors has 15 members who are appointed by the Governor. Thirteen of the members are selected from the general population of "...outstanding lay citizens of California who have a strong interest in the further development and improvement of the public community colleges." (Ed. Code Sec. 71002) These members serve four-year terms and must be confirmed by a two-thirds vote of the Senate.

The fourteenth member of the Board is a student in good standing, enrolled in a community college at the time of appointment. The

student member is also appointed by the Governor, and serves for one year. The student member is not subject to the Senate confirmation requirement. Unlike student members on local governing boards, the student member of the Board of Governors has the same voting privileges as the other members.

Under the provisions of SB 1204 (Carpenter, 1983), the fifteenth member, beginning January 1, 1984, is to be a tenured community college faculty member. The faculty member is appointed by the Governor from a list of three candidates furnished by the Academic Senate of the California Community Colleges and serves a two-year term. The faculty member is not subject to Senate confirmation, and may not participate on any subcommittee of the Board of Governors responsible for collective bargaining negotiations.

Members of the Board of Governors receive $50 per diem while on official business, as well as reimbursement for travel expenses.

B. Powers and Duties

According to the Education Code, the Board of Governors shall "provide leadership and direction in the continuing development of community colleges as an integral and effective element in the structure of public higher education in the state." The Code also explicitly requires the Board to direct its work toward maintaining and continuing local autonomy and control in the administration of community colleges. There is, therefore, a statutory delineation of function between local governing boards and the Board of Governors.

Specifically, the Board of Governors is responsible for:

- approving the formation and reorganization of community college districts,
- reviewing and approving academic and structural facility master plans within each community college district,
- establishing minimum academic standards,
- establishing minimum standards for the employment of academic and administrative staff,
- establishing procedures governing interdistrict attendance agreements,
- coordinating community college programs with the other segments of higher education and with secondary schools.

In addition to the above duties, the Board of Governors is also responsible for reviewing and approving all programs and courses of instruction in the community colleges. Districts may not receive state funding for programs and courses not approved by the Board of Governors.

C. Office of the Chancellor

The Chancellor of the California Community Colleges is appointed by the Board of Governors and serves as the Board's chief executive officer. The Chancellor is also chief administrative officer of the Office of the Chancellor, a state administrative agency with about 145 employees and an annual budget of about $4 million.

Generally, the Office of the Chancellor is the administrative arm of the Board of Governors and is required to carry out the duties and responsibilities assigned to the Board. The Education Code gives the Board of Governors the authority to delegate any of its powers to the Chancellor. More specifically, the Office of the

Chancellor divides its duties and responsibilities on behalf of the Board of Governors into the following 8 major functions:

1. Providing general supervision over community colleges:

   - establishing minimum standards of operation and performance for receipt of state aid.

2. Providing leadership, service and direction to community colleges:

   - representation before state and national agencies;
   - research, compilation and analysis of data;
   - budget and accounting procedures.

3. Administering state and federal aid for community colleges:

   - administration of state apportionments;
   - fiscal audits of community college districts;

4. Reviewing, approving, monitoring, and seeking improvement of community college education programs and courses:

   - course and program approval;
   - master plan review and approval;
   - establishing academic standards.

5. Providing colleges with services and aid that will benefit students:

   - administration of categorical programs for disadvantaged and handicapped students.

6. Reviewing and approving community college construction and facilities planning documents:

7. Establishing and applying standards for community college employees:

   - establishment and issuance of community college credentials.

8. Conducting agency affairs in accordance with statutes and regulations applicable to state agencies generally.

CHAPTER V:

FACULTY

I. MEMBERS OF THE FACULTY

A. Numbers of Faculty

Faculty, both full-time and part-time, account for about 65% of all employees of the community college system. In the 1982-83 fiscal year, there were 41,738 community college faculty members, of whom 16,419 were full-time and 25,319 were part-time.

Table V-1 shows the number of community college faculty and enrollments for the last six fiscal years. The table places current enrollment and full-time faculty numbers at approximately the same level as they were in 1977-78. The number of part-time faculty, however, has declined by nearly 29%, resulting in a 27% increase in the overall student:faculty ratio.

TABLE V-1

COMMUNITY COLLEGE FACULTY
FULL-TIME AND PART-TIME
1977/78 - 1982/83

Year	Enrollment	Full-Time Faculty	Part-Time Faculty	Total Faculty	Student/ Faculty Ratio
1977/78	1,322,118	16,176	35,445	51,621	25.6:1
1978/79	1,161,611	15,917	27,233	43,150	26.9:1
1979/80	1,248,459	16,260	27,828	44,088	28.3:1
1980/81	1,383,236	15,753	29,879	45,632	30.3:1
1981/82	1,435,745	16,412	30,417	46,829	30.7:1
1982/83	1,354,949	16,419	25,319	41,738	32.5:1

Source: Chancellor's Office

This table also demonstrates the degree to which part-time faculty are affected by fiscal shocks to the community college system. The data show a large drop in the number of part-time instructors after the passage of Proposition 13 and again following the enactment of the 1982 Budget Act which provided no cost of living increase. A similar decline in part-time instructors is likely to be seen when the 1983-84 data are available.

While statewide, 39% of the faculty are full-time and 61% are part-time, the percentages vary substantially by locality. For instance, the percentage of full-time faculty members shows a high of 68.1% in the Peralta district and a low of 21.3% in the Mendocino-Lake District. Table V-2 presents the 1982-83 percentage of full-time and part-time faculty for the 70 community college districts.

TABLE V-2

PERCENTAGE OF COMMUNITY COLLEGE
FULL-TIME OR PART-TIME FACULTY, BY DISTRICT
1982/83

District	% Full-Time	% Part-Time
Allan Hancock	34.0%	66.0%
Antelope Valley	37.5	62.5
Barstow	50.0	50.0
Butte	30.1	69.9
Cabrillo	51.0	49.0
Cerritos	38.9	61.1
Chaffey	49.6	50.4
Citrus	41.1	58.9
Coachella Valley	38.7	61.3
Coast	35.7	64.3
Compton	49.6	50.4
Contra Costa	47.4	52.6
El Camino	49.6	50.4
Foothill	36.9	63.1
Fremont-Newark	32.4	67.6
Gavilan	50.8	49.2
Glendale	33.5	66.5
Grossmont	37.8	62.2
Hartnell	49.3	50.7
Imperial	42.8	57.2
Kern	35.0	65.0
Lake Tahoe	27.7	72.3
Lassen	22.4	77.6
Long Beach	35.3	64.7
Los Angeles	44.8	55.2
Los Rios	47.6	52.4
Marin	49.7	50.3
Mendocino-Lake	21.3	78.7
Merced	34.8	65.2
Mira Costa	36.1	63.9
Monterey Peninsula	48.1	51.9
Mt. San Antonio	41.2	58.8
Mt. San Jacinto	43.8	56.3
Napa	33.7	66.3
North Orange	41.4	58.6
Palomar	37.8	62.2
Palo Verde	30.2	69.8
Pasadena	52.4	47.6
Peralta	68.1	31.9
Rancho Santiago	36.6	63.4
Redwoods	30.6	69.4
Rio Hondo	42.1	57.9
Riverside	32.0	68.0
Saddleback	24.3	75.7
San Bernardino	36.5	63.5
San Diego	30.5	69.5
San Francisco	35.8	64.2
San Joaquin Delta	53.0	47.0
San Jose	27.5	72.5
San Luis Obispo	36.4	63.6
San Mateo	41.2	58.8
Santa Barbara	25.5	74.5
Santa Clarita	46.1	53.9
Santa Monica	31.9	68.1
Sequoias	47.4	52.6
Shasta-Tehama-Trinity	39.5	60.5
Sierra	42.1	57.9
Siskiyiou	37.1	62.9
Solano	44.3	55.7
Sonoma	26.7	73.3
South County	34.3	65.7
Southwestern	43.2	56.8
State Center	56.7	43.3
Ventura	30.5	69.5
Victor Valley	48.6	51.4
West Hills	39.3	60.7
West Kern	43.3	56.7
West Valley	33.2	66.8
Yosemite	62.4	37.6
Yuba	34.7	65.3

Source: Chancellor's Office

B. Demographic Characteristics

Community college faculty are predominantly male. In the 1982-83 fiscal year 64.8% of the full-time faculty were male and 35.2% were female. The percentage of women was slightly higher among part-time faculty, accounting for 38.3%, a pattern which tends to hold true in community college districts throughout the state. No district had more female than male full-time faculty members in 1982-83, although women were predominant in the adult education centers in San Francisco and San Diego. Six districts had more female than male part-time instructors.

The ethnicity of community college faculty is very similar for part-time and full-time instructors. Statewide, approximately 86.6% of the faculty members are white, 5.1% are Hispanic, 4.3% are Black, and 3.2% are Asian. Individual districts, however, may diverge significantly from these averages, reflecting the ethnic diversity of the communities in which they are located. Hispanic instructors make up more than 10% of the full-time faculty in 3 districts and more than 10% of the part-time faculty in 5 districts. Similarly, Black instructors account for more than 10% of the full-time faculty in 3 districts and more than 10% of the part-time faculty in 4 districts.

C. Faculty Salaries

California appears to compare favorably with the rest of the country in community college faculty salary levels. According to the data published by the National Education Association, (NEA), California ranked second highest in average salaries of faculty at public 2-year colleges in 1980-81. The NEA data also shows that California salaries were 29% above the national average. The next highest state, Michigan, was only 7.6% above the national average.

Community college salaries, on the average, are lower than those at the University of California and are slightly higher than those at the California State University. In 1982-83, the average salary for UC professors of all ranks was $35,768 which is approximately 12% above the $31,849 average community college salary for full-time instructors. At the CSU, the average salary was $31,311, about 1.7% below the community college average salary level. During the past 8 years faculty salaries at UC have increased 52% compared to the 61% increase in community college salaries during the same period.

Table V-3 shows the average contract salaries for full-time community college faculty over the past 8 years. During this period, average faculty salaries have risen from $19,823 in 1975-76 to $31,849 in 1982-83, an increase of 61%.

TABLE V-3

AVERAGE FULL-TIME COMMUNITY COLLEGE FACULTY SALARIES
1975/76 - 1982/83

Year	Average Salary
1975/76	$19,823
1976/77	20,838
1977/78	22,413
1978/79	24,123
1979/80	26,270
1980/81	28,273
1981/82	30,156
1982/83	31,849

Source: Chancellor's Office

Average faculty salaries vary somewhat by district, ranging from a low of $27,607 to a high of $36,250. This variation, however, reflects both the differences in educational attainment and experience of the faculty and the differences in salaries for instructors with the same qualifications. That is, some districts, due to factors such as declining enrollment, may have a greater than average proportion of full-time instructors who have been in the district for many years and are, therefore, at the upper end of the salary schedule. Nearly one-third, or 32.6%, of full-time instructors earn more than $35,000 per year, while only 11.2% earned less than $25,000.

Part-time instructors are generally paid on an hourly basis for the number of weekly faculty contact hours (WFCH) they teach. On the average part-time instructors earned $21.74 per hour in 1982-83, although this rate varied significantly, from $14.34 to $26.76. Six percent of part-time instructors earned less than $15 per hour, while 3.2% earned more than $30 per hour.

TABLE V-4

AVERAGE FULL-TIME COMMUNITY COLLEGE FACULTY SALARIES BY DISTRICT
1982/83

District	Mean Salary
Allan Hancock	$28,457
Antelope Valley	28,563
Barstow	33,459
Butte	28,495
Cabrillo	28,799
Cerritos	34,710
Chaffey	30,837
Citrus	32,606
Coachella Valley	33,650
Coast	33,699
Compton	29,949
Contra Costa	34,595
El Camino	34,523
Foothill	34,188
Fremont-Newark	29,491
Gavilan	28,634
Glendale	30,475
Grossmont	30,256
Hartnell	29,805
Imperial	28,293
Kern	30,484
Lake Tahoe	29,142
Lassen	28,111
Long Beach	33,376
Los Angeles	33,543
Los Rios	30,260
Marin	29,957
Mendocino-Lake	29,039
Merced	31,096
Mira Costa	34,238
Monterey Peninsula	29,822
Mt. San Antonio	34,682
Mt. San Jacinto	30,863
Napa	28,499
North Orange	32,807
Palomar	28,900
Palo Verde	32,151
Pasadena	31,576
Peralta	27,617
Rancho Santiago	30,672
Redwoods	29,260
Rio Hondo	33,999
Riverside	32,117
Saddleback	35,786
San Bernardino	31,017
San Diego	27,248
San Francisco	28,812
San Joaquin Delta	35,755
San Jose	33,395
San Luis Obispo	32,360
San Mateo	33,684
Santa Barbara	29,945
Santa Clarita	30,550
Santa Monica	33,204
Sequoias	36,250
Shasta-Tehama-Trinity	32,688
Sierra	30,114
Siskiyiou	27,607
Solano	29,899
Sonoma	32,073
South County	32,957
Southwestern	32,593
State Center	30,755
Ventura	31,322
Victor Valley	28,591
West Hills	29,839
West Kern	31,757
West Valley	31,527
Yosemite	31,266
Yuba	31,531

Source: Chancellor's Office

D. Collective Bargaining

Full-time instructors and some part-time instructors are subject to the collective bargaining provisions of the Educational Employment Relations Act, popularly known as the Rodda Act. Community college faculty have the same rights and duties in the collective bargaining process as teachers in K-12 school districts. They may elect to be represented in negotiations by an exclusive representative. The scope of collective bargaining is the same in community college districts and K-12 school districts; thus, community college boards and unions must negotiate on wages, hours, working conditions, and matters related thereto.

Although not mentioned specifically in the Rodda Act, some part-time community college instructors are eligible to become part of the certificated employees' bargaining unit. Specifically, the Public Employment Relations Board has ruled that part-time instructors who have worked at least 3 semesters out of the last 6 consecutive semesters may join the certificated employees bargaining unit. The reason for the 3 semester test was to limit the bargaining process to those employees that demonstrated more than just a casual relationship to the district.

Through the collective bargaining process, the district and the bargaining agent for the faculty negotiate a salary schedule that determines what faculty members will be paid on the basis of each instructor's educational attainment and years of service in the district. Thus, instructors receive higher salaries for professional development, as measured by increasing amounts of post-graduate coursework. They also receive higher salaries for increasing seniority within the district.

E. Workload

Teaching workload in community colleges is defined in terms of weekly faculty contact hours (WFCH). WFCH represents the number of hours per week that the instructor is actually in class teaching. In addition to the actual teaching time, of course, instructors spend time in preparation for classes and set aside time for office hours to confer with and assist students.

The average full-time instructor devotes 16.2 hours per week to classroom teaching; 10.9% of full-time instructors have more than 21 hours of teaching per week, while 8.2% have 9 hours or less. Substantial differences in average WFCH exist throughout the state. For example, faculty in the Peralta district average 11.5 hours per week, while instructors in the Yuba district average more than 22 hours of classroom instruction.

While statewide, full-time faculty represent only about 39% of all instructors, they account for nearly two-thirds of the instructional workload. In 1982-83, full-time faculty accounted for 66.2% of the total WFCH, part-time faculty accounted for 32.7%, and the remainder was accounted for by administrative personnel.

For part-time instructors, the average WFCH is 5.2 hours, with nearly 80% teaching 6 hours or less per week and fewer than 3% teaching as many as 12.1 hours per week.

Comparisons of the teaching workload among the full-time faculty at the three segments of higher education in California are inappropriate. Under the structure set up by the Master Plan, UC and CSU have different missions and, therefore, their faculty have different functions and responsibilities. Although community college instructors may spend more time in classroom teaching

than faculty in the other branches, they do not have the research, publishing, or graduate student supervision responsibilities of faculty at UC and CSU.

F. Tenure, Layoff, and Dismissal

Statutory rights with respect to job security are similar for full-time community college faculty and certificated elementary and secondary school teachers. Community college instructors hired in a "tenure track" have probationary status for the first 2 years of employment with the district. If at the end of this two-year period the district takes no affirmative action to remove the instructor, that instructor becomes a permanent employee of the district and may only be dismissed for a limited number of causes specified in the Education Code.

To lay off a certificated community college instructor requires the district to give a preliminary notice to the employee by March 15th of the preceding fiscal year, and give final notice by May 15th. The same notice requirements apply to layoffs of probationary instructors.

Dismissal of instructors requires procedures similar to those in K-12 school districts. In school districts, a teacher may appeal a dismissal action to a 3 member Commission on Professional Competence. The decision of that panel is binding on the school board, though the decision may be appealed through the courts. In community college districts, appeal of dismissal actions is directed to a single hearing officer from the state Office of Administrative Hearings. The decision of this hearing officer may also be appealed to a court of competent jurisdiction. Dismissal of probationary instructors is completely at the discretion of the governing board of the district.

II. ADMINISTRATORS

A. Number of Administrators

During the 1982-83 fiscal year the community colleges had a total of 2,438 employees in administrative assignments. Of these, 1,802 were certificated administrators and 636 were classified (non-certificated) administrators. Thus, statewide there is one administrator for each 6.7 full-time faculty members and one administrator for each 17 faculty, when part-time instructors are included.

B. Demographics

The administrative branch of the community college system is significantly more male dominated than the teaching branch. More than 3 out of 4 certificated administrators are male, as are more than 70% of the classified administrators. Only the Southwestern district has more female than male administrators.

Racial and ethnic minorities are better represented within the administrative ranks than the teaching ranks in community colleges. Whites make up 78.4% and 80.3% of certificated and classified administrators, respectively. Blacks and Hispanics have about twice the percentage representation among administrators than they do among instructors. As with faculty, there is some variation in racial and ethnic percentages by district, but the relatively small number of administrators in some districts can make such percentages deceptive.

C. Salaries of Administrators

Both certificated and classified administrators earn more, on average, than full-time faculty. Certificated administrators,

earn an average of $45,234 per year. More than 75% of certificated administrators earn above $40,000, and only 3.4% earn less then $30,000. Classified administrators average $33,523, with 26% earning above $40,000 and nearly 60% earning less than $30,000. Table V-5 shows the average certificated and classified administrative salaries by district. It should be noted that the small number of administrators in some districts makes average earnings highly dependent on the salaries of a few individuals and may not necessarily reflect the general salary policy of the district.

TABLE V-5

AVERAGE ADMINISTRATIVE SALARIES BY DISTRICT
1982/83

District	Mean Certificated Salary	Mean Classified Salary
Allan Hancock	$43,616	$32,229
Antelope Valley	38,202	27,144
Barstow	46,115	18,324
Butte	37,348	25,636
Cabrillo	43,964	30,291
Cerritos	48,715	35,220
Chaffey	44,570	35,476
Citrus	45,908	30,886
Coachella Valley	45,189	26,804
Coast	47,194	32,626
Compton	26,771	32,432
Contra Costa	50,421	39,167
El Camino	54,097	35,390
Foothill	45,917	36,238
Fremont-Newark	47,662	30,170
Gavilan	40,433	29,736
Glendale	43,696	31,858
Grossmont	46,583	33,216
Hartnell	41,549	27,237
Imperial	37,509	
Kern	48,092	
Lake Tahoe	44,167	22,592
Lassen	38,323	27,922
Long Beach	50,998	43,142
Los Angeles	49,858	48,597
Los Rios	42,775	34,452
Marin	41,544	37,879
Mendocino-Lake	33,882	22,727
Merced	46,608	24,558
Mira Costa	45,489	36,649
Monterey Peninsula	38,314	47,833
Mt. San Antonio	48,696	31,942
Mt. San Jacinto	41,306	
Napa	32,737	31,233
North Orange	48,893	31,681
Palomar	32,270	31,115
Palo Verde	41,347	
Pasadena	46,901	36,341
Peralta	43,211	34,579
Rancho Santiago	26,505	48,579
Redwoods	37,811	42,499
Rio Hondo	42,634	27,846
Riverside	45,404	26,433
Saddleback	50,664	30,103
San Bernardino	45,275	33,999
San Diego	45,529	37,255
San Francisco	43,546	39,307
San Joaquin Delta	40,447	17,835
San Jose	44,696	38,179
San Luis Obispo	43,769	
San Mateo	47,937	40,979
Santa Barbara	42,087	33,232
Santa Clarita	34,193	
Santa Monica	49,907	31,163
Sequoias	55,190	
Shasta-Tehama-Trinity	43,470	
Sierra	45,800	40,696
Siskiyiou	40,208	
Solano	40,830	
Sonoma	43,694	28,342
South County	42,133	53,553
Southwestern	43,685	27,152
State Center	43,996	29,588
Ventura	47,243	27,761
Victor Valley	49,551	29,690
West Hills	39,827	20,544
West Kern	46,125	
West Valley	45,346	44,062
Yosemite	45,135	32,375
Yuba	46,439	32,142

NOTE: Several districts have no classified administrators.

Source: Chancellor's Office

CHAPTER VI:

FINANCES

Much of the state level policy deliberation regarding community colleges focuses on the funding of the community college system. This chapter addresses community college finance policy and the historical and current levels and distribution of both revenues and expenditures for community college districts, and also presents data on the level of reserves held by the districts.

I. FINANCE POLICY

Community college finance policy over the past 10 years can only be characterized as chaotic. This instability is due to the fact that community colleges have experienced 8 different funding mechanisms, which contrast dramatically to the remarkable stability of community college funding for the previous quarter of a century. Between 1947 and 1973, community colleges were funded on a "foundation program" basis, similar in concept to the method used at that time to fund elementary and secondary schools. The foundation amount per unit of average daily attendance (ADA) was guaranteed to districts and was intended to represent the minimum funding level necessary to provide the essential elements of a quality program. Districts were free to supplement these funds from local property tax revenues.

In 1973, the Legislature enacted SB 6 (Alquist) which was, again, modeled on the K-12 funding measure SB 90 (Dills), which was passed the previous year. SB 6 established a revenue limit mechanism to decrease the revenue differences among districts. The measure also guaranteed full state funding for ADA growth, which created a tremendous fiscal incentive for districts to increase their enrollment. The rapid growth that followed led to a cap on ADA growth of 5% in the 1975 Budget Act.

The passage of Proposition 13 created a tremendous fiscal shock to community college districts. In SB 154, the 1978 "bailout" legislation, community colleges were faced with a 7% reduction in revenues and were funded on a block grant basis that was independent of changes in ADA. Proposition 13 also led to the elimination of all local taxing authority and the shift of major financing responsibility for the community colleges from the local districts to the State General Fund.

Since 1978, additional major legislation relating to community colleges have introduced such features as marginal funding for ADA growth, differential funding levels for noncredit ADA, equalization of interdistrict revenue levels, and special funding factors for different types of districts. The Budget Act of 1982 also imposed a reduction of $30 million in state aid for community college districts, which was accomplished by eliminating state support for certain "recreational, avocational, and personal development" courses.

The most recent community college finance formula was enacted last year in SB 851 (Alquist). Generally, the Education Code contains a formula by which each district calculates its total revenues for a fiscal year by adjusting its prior year revenues for changes in ADA, for equalization, and for changes in the cost of living. The property tax revenues received by the district from the countywide one percent rate levied under Proposition 13 are subtracted from this new fiscal year total. The difference is apportioned to the community college districts as state aid in monthly installments according to a statutory payment schedule.

Changes in ADA are funded at an incremental rate that is intended to reflect the fact that small changes in the number of students result in less than proportionate changes in a district's costs.

For instance, a district losing one percent of its ADA in one year cannot realize a full one percent reduction in operating costs. Similarly, a district gaining one percent in ADA will face some increase in costs, but can expect to absorb a certain amount of workload within existing resources. The incremental rate for a large district (over 3,000 ADA) for growth is two-thirds of the statewide average revenue per ADA for large districts, and two-thirds of its own prior year revenue per ADA for declining enrollment. The rate for small districts is two-thirds of the statewide average small district revenue per ADA for both increases and decreases in ADA.

Cost of living adjustments (COLA's) for community college districts are determined in statute and are based on the change in the Implicit Price Deflator for State and Local Government Purchases of Goods and Services. It is, of course, possible for the Legislature to override ("in lieu") the statutory cost of living increases in the annual Budget Act. Each district receives either an increase equal to the percentage COLA multiplied times the statewide average, or its own revenue per ADA, whichever is greater. The effect is that a district below the statewide average will receive more than the average percentage cost of living increase. The COLA for small districts is further enhanced by a factor that increases as the size of the district declines.

In addition to the equalizing effects of both the incremental rate for ADA changes and the COLA, low revenue districts receive additional state aid to bring their revenue per ADA toward the statewide average. The degree of equalization depends on the total amount of funds allocated for this purpose.

SB 851 includes a provision whereby the Chancellor shall allocate allowable ADA growth to districts based, in part, on such factors as the rate of change of the adult population in the state, the refugee population, and the adult participation rates of districts. Additionally, the bill addresses the allocation of deficits, noncredit courses eligible for state support, certain employee related provisions, the development of a differential funding system, and numerous other provisions. The finance sections of SB 851 have a sunset date of July 1, 1987.

II. REVENUES

Table VI-1 shows the history of community college district General Fund income in 5 year increments from 1954-55 to 1981-82. The table also shows the number of autonomous community college districts and the average daily attendance in these districts for these years. It is important to note that for the early years of this table not all community colleges were organized as separate districts, many were still part of high school or unified school districts. However, the available data does not separate K-12 and junior college revenues or expenditures for these districts. As the table indicates, average daily attendance in community college districts increased from 68,174 in 1954-55 to 776,274 in 1981-82, a growth of more than 11 times. General Fund revenue of community college districts over the same period increased more than 52 times, from $33 million to over $1.7 billion.

Table VI-2 lists the sources of General Fund revenue for community college districts for the same years as depicted in Table VI-1. The most dramatic change is the shift from local to state funding between the middle and late 1970's due to the passage of Proposition 13. The state share of community college general fund revenues rose from 42.9% to 69% between 1974-75 and 1979-80.

TABLE VI-1

TOTAL GENERAL FUND INCOME OF COMMUNITY COLLEGE DISTRICTS
AND AVERAGE DAILY ATTENDANCE
1954-55 1981-82

	Number of Districts	Total ADA	Total General Fund Income
1954-55	22	68,174	$33,174
1959-60	30	97,858	67,261
1964-65	58	229,973	182,334
1969-70	62	399,791	415,121
1974-75	70	695,374	1,000,399
1979-80	70	688,591	1,497,157
1981-82	70	776,274	1,731,755

Source: State Controller

TABLE VI-2

PERCENTAGE OF COMMUNITY COLLEGE INCOME BY SOURCE
1954-55 TO 1981-82

	Federal	State	Local	Other
1954-55	0.7%	31.3%	55.4%	12.6%
1959-60	0.9	22.5	64.2	12.4
1964-65	2.3	25.0	63.5	9.2
1969-70	5.7	30.4	61.3	2.6
1974-75	6.5	42.9	48.8	1.8
1979-80	7.8	69.0	23.0	0.2
1981-82	6.4	65.2	28.2	0.2

Source: State Controller

While, on the average, about two-thirds of community college General Fund income is from the state, there is significant variation among the individual districts. Table VI-3 shows the percentage of revenue by source by district for the 1981-82 fiscal year. At one extreme is the West Kern district which received only 9% of its general fund income from the state and nearly 90% from local property taxes. At the other extreme are several districts which receive less than 15% of their revenue from property taxes, such as the San Francisco district which receives over 80% of its income from the State General Fund.

Table VI-4 shows the total revenue per funded ADA for the districts from 1979-80 to 1982-83. The equalization provisions of the finance laws which have been in effect since Proposition 13 have helped to reduce the variations in district base revenue. The lowest revenue districts generally have experienced the greatest increases per ADA during this period and the high revenue districts the smallest increases. The statewide average revenue per ADA increased 9.8% between 1979-80 and 1982-83. In contrast, the cost of living, as measured by the California Consumer Price Index rose by 36.4% between these 2 years.

Table VI-5, prepared by the Legislative Analyst, indicates the general purpose apportionment revenues estimated to be available to community college districts for the 1983-84 fiscal year. Without additional state aid, districts will receive about $96.5 million less revenue than in the 1982-83 fiscal year. This amounts to a 6.9% reduction in apportionment revenues. As this report goes to press, 1983-84 community college funding is still unresolved. The Legislature has passed and sent to the Governor a bill to restore the $96.5 million 1982-83 base funding. This funding, however, is contingent on agreement regarding mandatory fees and the degree to which districts will be held harmless for 1983-84 enrollment losses.

TABLE VI-3

COMMUNITY COLLEGE
GENERAL FUND INCOME BY SOURCE, BY DISTRICT
1981/82

District	% Federal	% State	% Local	% Other
Allan Hancock	2.0%	77.3%	20.6%	0.0%
Antelope Valley	5.0	77.6	17.1	0.2
Barstow	1.6	71.2	24.4	2.7
Butte	4.5	62.0	33.1	0.4
Cabrillo	3.2	63.6	32.6	0.5
Cerritos	4.5	79.2	16.3	0.0
Chaffey	2.9	67.3	29.7	0.2
Citrus	4.4	78.3	17.1	0.1
Coachella Valley	4.2	36.0	59.1	0.6
Coast	3.2	67.5	29.2	0.0
Compton	17.2	68.1	14.6	0.1
Contra Costa	2.2	69.2	28.5	0.1
El Camino	3.8	71.4	24.8	0.0
Foothill	7.7	61.5	30.8	0.0
Fremont-Newark	2.6	71.6	25.7	0.0
Gavilan	7.2	56.9	34.0	1.9
Glendale	8.6	70.3	21.1	0.0
Grossmont	3.1	63.4	33.4	0.0
Hartnell	5.1	53.1	41.5	0.3
Imperial	21.8	56.4	21.5	0.3
Kern	13.4	44.5	41.9	0.2
Lake Tahoe	10.0	43.8	46.2	0.1
Lassen	15.4	70.6	13.9	0.1
Long Beach	11.5	74.9	13.5	0.0
Los Angeles	10.0	65.5	24.4	0.1
Los Rios	2.1	77.7	20.1	0.1
Marin	5.7	56.1	38.0	0.3
Mendocino-Lake	9.6	61.2	28.5	0.8
Merced	1.1	73.6	25.2	0.1
Mira Costa	4.4	44.0	51.5	0.1
Monterey Peninsula	5.6	71.1	22.8	0.5
Mt. San Antonio	1.6	79.9	18.4	0.1
Mt. San Jacinto	8.4	50.3	39.7	1.6
Napa	3.3	70.0	26.6	0.1
North Orange	3.0	64.9	32.1	0.0
Palomar	5.0	58.7	36.2	0.2
Palo Verde	12.0	62.2	25.7	0.2
Pasadena	7.4	72.6	20.0	0.0
Peralta	14.5	71.8	13.7	0.0
Rancho Santiago	7.8	56.0	36.1	0.0
Redwoods	7.0	73.4	19.4	0.1
Rio Hondo	3.2	74.7	22.1	0.0
Riverside	5.6	71.1	23.2	0.1
Saddleback	2.9	48.4	48.7	0.0
San Bernardino	6.5	70.8	22.5	0.2
San Diego	14.6	63.0	21.5	1.0
San Francisco	1.1	80.1	18.8	0.1
San Joaquin Delta	4.4	68.9	26.7	0.0
San Jose	11.0	47.4	41.5	0.1
San Luis Obispo	6.4	43.0	50.3	0.4
San Mateo	3.5	51.0	45.2	0.3
Santa Barbara	4.1	72.3	23.5	0.0
Santa Clarita	3.9	74.1	20.2	1.8
Santa Monica	5.3	75.8	18.9	0.0
Sequoias	4.7	64.1	31.2	0.0
Shasta-Tehama-Trinity	8.2	61.8	29.7	0.3
Sierra	1.5	58.0	40.2	0.3
Siskiyiou	12.7	55.6	31.7	0.0
Solano	6.3	72.3	21.1	0.3
Sonoma	3.7	62.3	34.0	0.0
South County	1.8	70.9	27.3	0.1
Southwestern	5.7	70.4	23.9	0.0
State Center	10.2	55.4	34.1	0.2
Ventura	3.4	66.8	29.7	0.0
Victor Valley	8.2	64.5	27.0	0.2
West Hills	2.4	62.4	35.0	0.2
West Kern	1.0	9.0	88.9	1.1
West Valley	4.4	48.8	46.8	0.0
Yosemite	5.1	62.2	30.2	2.5
Yuba	6.2	55.2	38.0	0.7

Source: Chancellor's Office

TABLE VI-4

CALIFORNIA COMMUNITY COLLEGES
TOTAL GENERAL REVENUE
PER FUNDED AVERAGE DAILY ATTENDANCE
FISCAL YEARS 1979-80 TO 1982-83 INCLUSIVE

District	1979-80 Revenue Per ADA	1980-81 Revenue Per ADA	1981-82 Revenue Per Ada	1982-83 Revenue Per ADA	% Change 1979-80 to 1982-83
Allan Hancock	$1,631	$1,729	$1,819	$1,842	12.9%
Antelope Valley	1,528	1,644	1,729	1,760	15.2
Barstow	2,873	2,864	3,046	3,143	9.4
Butte	1,805	1,654	1,745	1,780	-1.4
Cabrillo	1,773	1,783	1,894	1,921	8.3
Cerritos	1,542	1,672	1,770	1,797	16.5
Chaffey	1,821	1,937	2,053	2,078	14.1
Citrus	1,635	1,689	1,789	1,814	10.9
Coachella Valley	2,186	2,352	2,367	2,415	10.5
Coast	1,790	1,779	1,878	1,958	9.4
Compton	1,852	2,123	2,212	2,337	26.2
Contra Costa	1,830	1,909	1,964	2,012	9.9
El Camino	1,870	1,894	1,977	2,008	7.4
Foothill-DeAnza	1,724	1,779	1,870	1,898	10.1
Fremont-Newark	1,957	1,956	2,009	2,035	4.0
Gavilan	2,116	2,062	2,120	2,145	1.4
Glendale	1,615	1,634	1,733	1,758	8.9
Grossmont	1,999	1,897	1,966	2,016	0.9
Hartnell	2,153	2,049	2,117	2,168	0.7
Imperial	1,885	2,002	2,081	2,121	12.5
Kern	2,069	2,097	2,212	2,255	9.0
Lake Tahoe	2,995	2,752	3,221	3,313	10.6
Lassen	1,844	1,950	2,119	2,178	18.1
Long Beach	1,628	1,722	1,825	1,862	14.4
Los Angeles	2,094	2,192	2,290	2,315	10.6
Los Rios	1,711	1,776	1,856	1,882	10.0
Marin	1,888	1,937	2,068	2,091	10.8
Mendocino-Lake	2,389	2,381	2,450	2,588	8.3
Merced	1,664	1,746	1,854	1,883	13.2
Mira Costa	2,340	2,304	2,384	2,414	3.2
Monterey Peninsula	1,628	1,709	1,808	1,850	13.6
Mt. San Antonio	1,840	1,818	1,891	1,919	4.3
Mt. San Jacinto	2,312	2,387	2,416	2,466	6.7
Napa	1,629	1,706	1,829	1,846	13.3
North Orange	1,702	1,731	1,854	1,881	10.5
Palomar	1,706	1,760	1,855	1,882	10.3
Palo Verde	2,901	2,830	2,838	2,935	1.2
Pasadena	1,770	1,830	1,921	1,964	11.0
Peralta	1,803	1,820	1,916	1,971	9.3
Rancho Santiago	1,846	1,790	1,909	1,941	5.1
Redwoods	1,709	1,691	2,044	2,146	25.6
Rio Hondo	1,626	1,766	1,879	1,901	16.9
Riverside	1,634	1,701	1,799	1,832	12.1
Saddleback	2,333	2,199	2,213	2,264	-3.0
San Bernardino	1,711	1,843	1,931	1,959	14.5
San Diego	1,457	1,550	1,657	1,690	16.0
San Francisco	1,553	1,567	1,685	1,699	9.4
San Joaquin Delta	1,719	1,841	1,918	1,951	13.5
San Jose	1,961	2,033	2,082	2,106	7.4
San Luis Obispo	1,978	1,902	1,974	1,997	1.0
San Mateo	1,907	2,007	2,085	2,118	11.1
Santa Barbara	1,577	1,625	1,752	1,773	12.4
Santa Clarita	2,478	2,294	2,342	2,376	-4.1
Santa Monica	1,537	1,634	1,737	1,761	14.6
Sequoias	1,784	1,838	1,957	1,993	11.7
Shasta-Tehama-Trinity	1,662	1,737	1,912	1,972	18.7
Sierra	1,936	1,869	1,948	1,981	2.3
Siskiyiou	1,877	1,925	2,296	2,330	24.1
Solano	1,581	1,710	1,796	1,829	15.7
Sonoma	1,602	1,694	1,783	1,809	12.9
South County	1,891	1,934	2,018	2,045	8.1
Southwestern	1,516	1,587	1,686	1,724	13.7
State Center	1,823	1,917	1,994	2,018	10.7
Ventura	1,723	1,815	1,885	1,914	11.1
Victor Valley	2,229	2,228	2,233	2,281	2.3
West Hills	3,621	3,691	3,804	3,949	9.1
West Kern	4,700	4,637	4,909	5,584	18.8
West Valley	1,798	1,794	1,881	1,912	6.3
Yosemite	1,988	2,036	2,114	2,157	8.5
Yuba	2,061	2,044	2,117	2,157	4.7
Statewide Totals	$1,807	$1,853	$1,949	$1,984	9.8%

Source: Chancellor's Office

TABLE VI-5

ESTIMATED COMMUNITY COLLEGE
GENERAL PURPOSE APPORTIONMENT REVENUES, BY DISTRICT
1983/84

District	1982/83 Revenue	Estimated 1983/84 Revenue	Estimated Amount Below 1982/83
Allan Hancock	$11,988,158	$11,161,884	$-826,274
Antelope Valley	6,252,597	5,821,642	-430,955
Barstow	2,910,591	2,709,981	-200,610
Butte	10,812,629	10,067,377	-745,252
Cabrillo	12,242,337	11,398,544	-813,793
Cerritos	23,015,420	21,249,102	-1,586,318
Chaffey	15,378,877	14,318,901	-1,059,976
Citrus	10,189,973	9,487,638	-702,335
Coachella Valley	8,765,966	8,161,779	-604,187
Coast	60,711,455	56,526,969	-4,184,486
Compton	7,073,706	6,586,157	-487,549
Contra Costa	37,835,014	35,227,267	-2,607,747
El Camino	28,104,140	26,167,086	-1,937,054
Foothill	40,996,086	38,170,465	-2,825,621
Fremont-Newark	9,175,075	8,542,691	-632,384
Gavilan	4,818,680	4,486,557	-332,123
Glendale	12,624,834	11,754,678	-870,156
Grossmont	20,228,303	18,834,084	-1,394,219
Hartnell	9,233,684	8,597,260	-636,424
Imperial	6,031,172	5,615,479	-415,693
Kern	22,315,678	20,777,589	-1,538,089
Lake Tahoe	1,733,564	1,614,000	-119,484
Lassen	4,302,547	1,005,998	-296,549
Long Beach	27,640,345	25,735,258	-1,905,087
Los Angeles	159,767,939	148,756,067	-11,011,872
Los Rios	49,936,169	46,494,360	-3,441,809
Marin	15,068,409	14,029,832	-1,038,577
Mendocino-Lake	3,599,125	3,351,059	-248,066
Merced	10,353,407	9,639,807	-713,600
Mira Costa	10,418,327	9,700,252	-718,075
Monterey Peninsula	9,282,437	8,642,653	-639,768
Mt. San Antonio	27,281,116	25,400,708	-1,880,328
Mt. San Jacinto	3,867,328	3,600,775	-266,553
Napa	8,018,242	7,465,591	-552,651
North Orange	47,896,169	44,594,965	-3,301,204
Palomar	19,280,730	17,951,822	-1,328,908
Palo Verde	936,314	871,780	-64,534
Pasadena	27,086,086	25,219,200	-1,866,886
Peralta	38,264,075	35,626,756	-2,637,319
Rancho Santiago	28,523,807	26,557,827	-1,965,980
Redwoods	10,696,452	9,959,208	-737,244
Rio Hondo	13,620,374	12,681,601	-938,773
Riverside	15,008,885	13,974,410	-1,034,475
Saddleback	29,305,938	27,286,051	-2,019,887
San Bernardino	21,095,426	19,641,442	-1,453,984
San Diego	60,519,729	56,348,457	-4,171,272
San Francisco	53,338,814	49,662,481	-3,676,333
San Joaquin Delta	19,429,547	18,090,382	-1,339,165
San Jose	22,310,216	20,772,503	-1,537,713
San Luis Obispo	7,269,398	6,768,361	-501,037
San Mateo	33,878,947	31,543,869	-2,335,078
Santa Barbara	14,987,005	13,954,038	-1,032,967
Santa Clarita	4,501,273	4,191,026	-310,247
Santa Monica	18,943,814	17,638,127	-1,305,687
Sequoias	9,676,731	9,009,770	-666,961
Shasta-Tehama-Trinity	10,710,441	9,972,233	-738,208
Sierra	11,182,390	10,411,653	-770,737
Siskiyiou	3,292,776	3,065,824	-226,952
Solano	9,387,045	8,740,051	-646,994
Sonoma	20,661,967	19,237,858	-1,424,109
South County	20,225,117	18,831,117	-1,394,000
Southwestern	13,253,196	12,339,730	913,466
State Center	23,257,926	21,654,893	-1,603,033
Ventura	31,231,244	29,078,657	-2,152,587
Victor Valley	5,456,073	5,080,018	-376,055
West Hills	4,373,708	4,072,254	301,455
West Kern	2,708,533	2,521,850	-186,683
West Valley	23,951,245	22,300,425	-1,650,820
Yosemite	20,350,721	18,948,065	-1,402,656
Yuba	12,098,533	11,264,652	-833,881
Statewide Totals	$1,400,683,975	$1,304,143,006	$-96,540,969

Source: Legislative Analyst

III. EXPENDITURES

Community college General Fund expenditures have closely paralleled revenues, though the two have seldom been equal. In some years, districts receive more revenue than they spend and are able to put funds aside in reserve. In other years, however, expenditures exceed income and they must drawn upon these reserves. Table VI-6 shows the total General Fund revenues and expenditures (excluding transfers) for the same five year intervals used in table VI-1.

TABLE VI-6

COMMUNITY COLLEGE INCOME AND EXPENDITURES
1954-55 TO 1981-82

	Total	Expenditures
1954-55	$ 33,174	$ 34,784
1959-60	67,261	64,759
1964-65	182,334	158,792
1969-70	415,121	377,843
1974-75	1,000,399	885,173
1979-80	1,497,157	1,425,391
1981-82	1,731,755	1,721,408

Source: State Controller

Table VI-7 shows total community college expenditures broken down by object of expenditure for the 1981-82 fiscal year. The table displays the data in total dollars, in dollars per ADA, and in percentage of total expenditures. As the table indicates, community colleges are very labor intensive institutions, with 81.4% of all General Fund expenditures allocated for personnel costs. This figure is somewhat lower than the average for K-12 school districts in which about 86% of total expenditures are for salaries and benefits of employees.

TABLE VI-7

COMMUNITY COLLEGE EXPENDITURES BY OBJECT
1981-82

	Expenditures (1000)	Expenditures Per ADA	Percentage of Expenditures
Instructional Personnel	$808,689	$1,042	47.0%
Salaries	(710,307)	(915)	(41.3)
Benefits	(98,382)	(127)	(5.7)
Non-Instructional Personnel	592,598	763	34.4
Salaries	(491,947)	(634)	(28.6)
Benefits	(100,651)	(129)	(5.8)
Books, Supplies, Equipment Replacement	70,161	90	4.1
Books	(2,387)	(3)	(0.1)
Supplies	(59,957)	(77)	(3.5)
Equipment	(7,814)	(10)	(0.4)
Other Operating Expenses	186,596	240	10.8
Capital Outlay	61,754	80	3.6
Sites & Improvements	(6,679)	(9)	(0.4)
Buildings	(14,826)	(19)	(0.9)
Books	(1,238)	(2)	(0.1)
Equipment	(30,572)	(39)	(1.8)
Lease-Purchase	(8,439)	(11)	(0.5)
Debt Service	1,235	2	0.1
TOTAL	$1,721,408	$2,218	100.0%

Source: Chancellor's Office

Table VI-8 shows the costs discussed in Table VI-7 broken down according to activities. Instructional Activities account for slightly more than half of community college General Fund expenditures. Administration and Support require nearly 40% of the spending, with most of this being for the Maintenance and Operation of campuses, General Institutional Services, and Instructional Support. Community Services and Ancillary and Auxiliary Activities make up 6.4% of the expenditures of community college districts.

TABLE VI-8

COMMUNITY COLLEGE EXPENDITURES BY ACTIVITY
1981-82

	Expenditures	Expenditures Per ADA	Percentage of Expenditures
Institutional	$ 864,227	$1,113	50.2%
Administration & Support	683,275	880	39.7
Instructional Supplies	(89,625)	(115)	(5.2)
Instructional Services	(65,425)	(84)	(3.8)
Administration & Records	(33,217)	(43)	(1.9)
Counseling & Guidance	(56,320)	(73)	(3.3)
Other Student Services	(48,585)	(62)	(2.8)
Maintenance & Operations of Plant	(186,107)	(240)	(10.8)
Planning & Policymaking	(42,769)	(55)	(2.5)
General Institstitutional Services	(161,227)	(208)	(9.4)
Other Activities	110,917	143	6.4
Community Services	32,771	(42)	(1.9)
Ancillary Services	18,380	(24)	(1.1)
Auxiliary Operations	(59,013)	(76)	(3.4)
Capital Outlay	(751)	(1)	(-0-)
Capital Outlay	61,754	80	3.6
Debt Service	1,235	2	0.1
TOTAL	$1,721,408	$2,218	100.0%

Source: Chancellor's Office

IV. RESERVES

The General Fund balances, or reserves, of community college districts have been a subject of legislative concern for several years. Like any other governmental entity, community college districts seek to maintain prudent cash balances on hand for reasons of sound fiscal management.

One reason for maintaining balances is to meet cash flow needs during the fiscal year. Like other local governments, community colleges receive their revenues at different times of the year, depending on their funding source. Property tax revenues, for instance, are generally not received until several months after the beginning of the fiscal year. The state apportionment schedule attempts to compensate for this, but because of local variations, some districts need to draw temporarily upon reserves to finance payrolls and other expenditures until sufficient revenues are received. Maintaining financial reserves is also essential for dealing with occasional and inevitable emergency expenditures, such as emergency repairs to buildings or equipment. To meet the cash flow and emergency needs of districts, the Chancellor's Office estimates that prudent reserves should equal between 6% and 7% of a district's total expenditures. The requirements for individual districts can vary significantly, however, depending on local conditions.

As of June 30, 1983, community college districts had approximately $97.6 million in uncommitted or local board restricted balances. This amounted to about 5.5% of 1982-83 expenditures. In addition to these funds, districts had another $50.6 million in balances that had been committed (e.g. contractual obligations, legal restrictions, non-cash assets) and were unavailable for general district use.

Reserve levels differed substantially among the 70 community college districts, as shown by Table VI-9. Thirty-one districts had reserves of less than 5% of their expenditures. The reserves of 16 districts exceeded 10% of their expenditures and 5 districts had reserves totalling more than 15% of their expenditures. However, it is difficult to say whether or not even the apparently large balances of some districts reflect surpluses or actual district needs. Due to the 1983-84 revenue reductions, many community college districts will be drawing heavily upon these reserves and the balances available at the end of the current fiscal year are likely to be much smaller.

TABLE VI-9

COMMUNITY COLLEGE RESERVE FUNDS BY DISTRICT
July 1, 1983

District	1982/83 Expenditures (in thousands)	Uncommitted & Board Restricted	% of 1982/83 Expenditures
Allan Hancock	$ 13,791	$ 885,603	6.42%
Antelope Valley	7,434	336,312	4.52
Barstow	3,487	202,946	5.82
Butte	12,597	465,464	3.70
Cabrillo	14,735	954,812	6.48
Cerritos	28,818	870,946	3.02
Chaffey	18,385	195,869	1.07
Citrus	12,897	484,442	3.76
Coachella Valley	11,607	408,122	3.52
Coast	72,951	2,232,053	3.06
Compton	10,517	(60,758)	-0.58
Contra Costa	44,501	2,341,573	5.26
El Camino	34,688	4,087,073	11.78
Foothill-DeAnza	52,024	3,620,219	6.96
Fremont-Newark	12,195	1,495,337	12.26
Gavilan	6,321	10,000	0.16
Glendale	17,759	758,042	4.27
Grossmont	23,472	569,974	2.43
Hartnell	10,869	1,774,289	16.32
Imperial	9,234	399,520	4.33
Kern	30,685	0	0
Lake Tahoe	2,277	188,929	8.30
Lassen	5,743	238,629	4.16
Long Beach	37,320	2,519,759	6.75
Los Angeles	211,609	0	0
Los Rios	59,662	1,677,496	2.81
Marin	20,356	(87,370)	-0.43
Mendocino-Lake	4,421	299,487	6.77
Merced	12,111	1,061,633	8.77
Mira Costa	12,968	1,242,904	9.58
Monterey Peninsula	11,842	652,471	5.51
Mt. San Antonio	31,427	1,699,077	5.41
Mt. San Jacinto	4,940	(203,986)	-4.13
Napa	10,178	803,877	7.90
North Orange	55,409	6,390,822	11.53
Palomar	26,219	1,230,315	4.69
Palo Verde	1,350	19,545	1.45
Pasadena	35,657	628,525	1.76
Peralta	46,516	100,267	0.22
Rancho Santiago	35,727	2,602,789	7.29
Redwoods	12,813	428,153	3.34
Rio Hondo	19,251	2,869,651	14.91
Riverside	17,894	1,408,082	7.87
Saddleback	35,085	3,418,404	9.74
San Bernardino	24,277	2,933,324	12.08
San Diego	85,445	3,257,596	3.81
San Francisco	69,239	4,854,992	7.01
San Joaquin Delta	24,533	3,806,064	15.51
San Jose	34,479	3,531,500	10.24
San Luis Obispo	8,695	1,030,493	11.85
San Mateo	41,978	769,939	1.83
Santa Barbara	17,382	1,237,114	7.12
Santa Clarita	5,316	239,837	4.51
Santa Monica	22,515	1,531,578	6.80
Sequoias	12,896	1,622,033	12.58
Shasta-Tehama-Trinity	12,338	1,447,652	11.73
Sierra	14,435	442,380	3.06
Siskiyiou	4,506	1,138,892	25.28
Solano	11,608	347,994	3.00
Sonoma	27,925	2,158,133	7.73
South County	25,753	4,333,039	16.83
Southwestern	16,161	733,962	4.54
State Center	28,767	3,159,871	10.98
Ventura	37,490	1,862,447	4.97
Victor Valley	7,024	1,087,792	15.49
West Hills	5,255	690,982	13.15
West Kern	6,909	366,941	5.31
West Valley	29,967	2,887,165	9.63
Yosemite	25,316	723,000	2.86
Yuba	13,991	200,000	1.43
State Totals	$1,773,942	$97,616,018	5.50%

Source: Chancellor's Office

APPENDIX

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